OVERSIGHT HEARING ON HEAD START

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, OCTOBER 24, 1985

Serial No. 99-79

Printed for the use of the Committee on Education and Labor

U.S. GOVERNMENT PRINTING OFFICE

55-926 O WASHINGTON : 1986

H341-52

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OVERSIGHT HEARING ON HEAD START

THURSDAY, OCTOBER 24, 1985

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., in room 2261, Rayburn House Office Building, Hon. Dale E. Kildee (chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Kildee, Bruce, Owens, and Petri.

Staff present: Susan Wilhelm, staff director; Anne McGrath, legislative associate; Tom Kelley, clerk; and Carol Lamb, minority legislative associate.

Mr. KILDEE. The Subcommittee on Human Resources meets this morning for an oversight hearing on the Head Start Program.

Head Start has provided services for more than 9 million children nationwide since the program began in the summer of 1965. That was my first summer in government. I was elected in 1964 and sworn in the State legislature in 1965. I came to Washington with then speaker of the Michigan House, Joe Kowalski. One of the programs we were looking at in Michigan was the Head Start Program.

Head Start has been one of the Government's most popular, effective, and enduring programs. One beautiful thing about the Head Start Program is that it has, through the years, been strongly supported by Members of Congress on both sides of the aisle. This is certainly a program that has had strong bipartisan support. The tremendous accomplishments of children and families who have participated in Head Start prove just how worthwhile this program is. I am proud that one of the first Head Start projects in the country is located in Flint, MI, in my congressional district.

I have often stated—and those of you who have heard me speak before have heard me say this—that government's prime role is to promote, defend, enhance, and protect human dignity. As a matter of fact, every bill that comes before the Congress of the United States I try to examine with that in mind: Will this bill promote, defend, enhance, and protect human dignity, or will it perhaps denigrate human dignity? That's a pretty good criterion by which to examine legislation.

Nothing hurts a child's self-esteem more than continued failure. Head Start gives that child a chance to succeed not only intellectually but emotionally. If a child is helped to understand his or her dignity, that child is much more likely to respect the dignity and

worth of other people. All society is made safer by that. For many children, Head Start is the first step in that journey toward understanding and that journey toward self-respect.

I have three children, all teenagers now, 13, 14, and 15 years of age. One night I was tucking my youngest, Paul, when he was about 9, into bed. As the father of the family, my job is to hear their prayers at night. I was hearing Paul's prayers. When he finished his more formal prayer, he said: "I love God, I love mommy, I love daddy, I love Laura, I love David—and I love me." That was good. I told my wife, that kid's going to make it. It's very important to have a good self-concept, a good respect for self, not a narcissistic self-centered love but a good feeling about one's self.

We are told in scripture, love your neighbor as yourself. That last part is very good, too. Each human being, by the fact that that person is human, has enormous dignity, to be respected by the person himself or herself, and to be respected by other people and to be respected by government.

To help children and families realize their potential and find stability in this rapidly changing society is certainly promoting, defending, enhancing, and protecting human dignity.

I offer my deepest gratitude to those involved in the Head Start Program. These families, children, teachers, and administrators have proven that Congress can really respond to a real need and create a program that truly benefits children, families, communities, and our society as a whole. There can be no higher priority for a nation than the care, concern, and education of its children.

This is a very appropriate time to conduct an oversight hearing on Head Start, as we are currently celebrating the 20th anniversary of the program. This morning's witnesses can give us a special insight into the operation of Head Start, update us on administrative changes, and identify areas that the subcommittee may want to look at further next year, when we have reauthorization hearings. Some of these issues which already have been brought to the attention of the subcommittee include the low salaries of Head Start staff, the effectiveness of direct local funding for training, and the availability of insurance coverage for programs, which is a growing problem right now.

Ms. Betty Brady, professor of educational psychology at California State University in Northridge, is unfortunately unable to be here this morning. However, she did meet with subcommittee staff and with Mr. Tauke, the ranking Republican member of this subcommittee. Without objection, her statement will be included in the record.

[The information referred to appears at the end of the hearing.]

Mr. KILDEE. We are pleased to have as our first witness a person well known to this subcommittee, Ms. Dodie Livingston, Commissioner for the Administration for Children, Youth, and Families, accompanied by Mr. Clennie Murphy, Jr., Acting Associate Commissioner of the Head Start Bureau. Your formal statements will be included in the record. You may proceed in any manner that you wish.

STATEMENT OF DODIE T. LIVINGSTON, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, DEPARTMENT OF HEALTH AND HUMAN SERVICES, ACCOMPANIED BY CLENNIE H. MURPHY, ACTING ASSOCIATE COMMISSIONER, HEAD START BUREAU

Ms. LIVINGSTON. Thank you very much, Mr. Chairman.

I am delighted to be here. I am glad to see you back in good health and looking so rested. I am especially proud on this day, when we are doing the balloon launch for Head Start later, to represent the administration as well as my agency, which, as you know, manages the Head Start Program in Washington.

To give a little bit of historical perspective, back in February 1965, a panel of experts chaired by Dr. Robert Cook of Johns Hopkins University made recommendations that later became a blueprint for Head Start. At that time this blue-ribbon panel commented that there is considerable evidence that the early years of childhood are the most critical for children in the poverty cycle. During these years, the creation of learning patterns, emotional development, and the formation of individual expectations and aspirations take place at a very rapid rate.

For the child of poverty, there are clearly observable deficiencies which lay the foundation for a pattern of failure and thus a pattern of poverty throughout the child's entire life. They concluded that special programs could be devised to improve both the opportunities and achievements of children who live in poverty and noted: it is clear that successful programs must be comprehensive.

The objectives of Head Start which they defined at that time were several: improving the child's physical health and physical abilities, helping with his emotional and social development by encouraging self-confidence, spontaneity, curiosity, and self-discipline, improving the child's mental processes and skills, establishing patterns and expectations of success for the child, increasing the child's capacity to relate positively to his family and to others and likewise his family to the child and to the general community, developing in the child and his family a responsible attitude toward society and in turn sparking more of an interest in society to help these folks, and finally increasing the dignity which you just mentioned and self-worth within the child and his family.

Twenty years later, as we celebrate this anniversary, we know that the goals and aims of Head Start are still the same; and they have proved to be extremely effective. Studies have shown that Head Start is an effective vehicle for providing the services necessary to narrow the gap between impoverished children and their more advantaged peers. In the past 20 years we have provided comprehensive early childhood development services to over 9.1 million children and improved their quality of life as well as that of their families. Intended primarily for preschoolers, the program has fostered the development of children and enabled them to deal more effectively with their present environment and later responsibilities both in school and in their communities.

Head Start has also had a very positive impact on families and communities. We have parents very much involved in the program. Today we have about 616,000 volunteers in our programs across the

country. Most of them are parents. They also work as partners with a professional staff in making decisions about their own programs of what is happening with their children. Of course, they become recipients of social services, child development information, and other related services that they might request.

Many parents and other low-income Head Start staff have been able to rise out of poverty. We have numerous wonderful, heartwarming success stories that we could tell about our parents and our children as well.

In the past 5 years, Head Start has provided comprehensive child development services to over 2 million children. The budget has increased from $819 million in fiscal year 1981 to $1,075 million in fiscal year 1985. During this period, enrollment in the program has grown from 387,300 to 452,100. And specific steps have been taken to improve the quality of services that we are providing. For example, classroom size has been reduced and, to the extent that we have been able, salaries have been raised to attract and hold qualified teachers.

Head Start continues to provide quality services to the children and families. One hundred percent of the children in the program who are able to be in the program at least 90 days have received medical screenings; 96 percent of those who were identified as having medical problems have received the help they need. Ninety-five percent of the children enrolled for at least 90 days have received dental examinations, and 96 percent of those identified as needing dental treatment have gotten it.

Ninety-five percent of all Head Start children are either fully immunized or they are already up to date in their programs of immunization; 96 percent of Head Start families who were identified as needing social services from their communities have received them. Thirty percent of the classroom staff in Head Start either have early childhood degrees or have been awarded the Child Development Associate credential, the CDA. And 12.5 percent of our children are handicapped. As you know, the requirement is 10 percent, but we have exceeded that; and we are still working very hard in that area, not only to increase the numbers but to increase the numbers of severely handicapped children that we can involve.

Grants to carry out Head Start Programs are awarded to both public and private, nonprofit agencies. Head Start legislation includes a formula which determines minimum State allocations. The two factors in the formula are the relative number of poor children and the number of recipients of Aid to Families with Dependent Children in each State as compared to all the States.

I would like to outline briefly for the committee a few areas in which program initiatives will be undertaken during fiscal year 1986.

First of all is our cost analysis. That is a program that was begun in 1984. We are trying to help our programs handle their money a little more efficiently based on a review of what their costs are, compared with information that we have at headquarters. In fiscal year 1986 we will have continued emphasis on enrolling children with handicaps, including severe or multiple handicaps. We will ensure that Head Start continues to provide enrollment opportuni-

ties for handicapped children well in excess of the 10 percent. As I mentioned a couple of minutes ago, we have 12.5 now.

I might add that some of our handicapped coordinators are themselves handicapped. So, we are mindful of employing handicapped people, also.

A number of demonstration and evaluation projects begun in fiscal year 1985 are being continued in 1986. Some of these projects are intended to develop and test strategies for increasing social and economic self-sufficiency among families and communities served by Head Start and for improving the effectiveness and efficiency of Head Start services. The ultimate goal of this effort is to develop and transfer the effective technologies that we are able to develop out to the local Head Start Programs and also to the child care communities where we have a number of collaborations, and we always encourage a lot of conversation back and forth so we can benefit from what each is doing.

In order to ensure that local projects are equipped to deal with the special developmental needs of handicapped children, a network of resource access projects, or we call them RAP's, will continue to provide special training and technical assistance to the local grantees.

We will continue our commitment to parent involvement and will continue to emphasize the role of the parents as the primary educator as well as the primary agent of change in their children. In order to put special effort on this this year, we have a parent task force with national representation from throughout the program. That is working with plans to bring in recommendations in this spring.

A variety of training and technical assistance activities are being directed toward assisting local projects in meeting program performance standards in component areas such as education, social services, parent involvement, and health services. Services are being delivered in part through a network of training and technical assistance providers which is accountable to the local Head Start grantees and in part through direct funding of local programs so they can get their services directly.

In closing, Mr. Chairman, I would like to affirm to you and the other members of the committee that commitment of the Office of Human Development Services and the Administration for Children, Youth, and Families to continue providing high quality, efficient and responsive services to the children and the families of Head Start.

Thank you very much. I would be happy to answer any questions.

[The prepared statement of Dodie T. Livingston follows:]

PREPARED STATEMENT OF DODIE T. LIVINGSTON, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Chairman Kildee and members of the Committee, I am Dodie Livingston, Commissioner of the Administration for Children, Youth and Families in the Department of Health and Human Services. I am pleased to have this opportunity to appear before you on behalf of the Administration to discuss the Head Start Program which is celebrating its Twentieth Anniversary this year. Accompanying me is Clennie H. Murphy, Acting Associate Commissioner, Head Start Bureau.

In February 1965, a panel of experts, chaired by Dr. Robert Cooke of Johns Hopkins University, made recommendations that become a blueprint for Head Start. They stated that "There is considerable evidence that the early years of childhood are the most critical in the poverty cycle. During these years the creation of learning patterns, emotional development and the formation of individual expectations and aspirations take place at a very rapid pace. For the child of poverty, there are clearly observable deficiencies which lay the foundation for a pattern of failure, and thus a pattern of poverty, throughout the child's entire life." They concluded that special programs could be devised to improve both the opportunities and achievements of children living in poverty and noted, "It is clear that successful programs of this type must be comprehensive, involving activities generally associated with the fields of health, social services, and education and they must be tailored to the needs of the individual community and the individual child."

The objectives of Head Start were defined as:

(a) Improving the child's physical health and physical abilities.

(b) Helping the emotional and social development of the child by encouraging self-confidence, spontaneity, curiosity, and self-discipline.

(c) Improving the child's mental processes and skills with particular attention to conceptual and verbal skills.

(d) Establishing patterns and expectations of success for the child which will create a climate of confidence for his future learning efforts.

(e) Increasing the child's capacity to relate positively to family members and others while at the same time strengthening the family's ability to relate positively to the child and his problems.

(f) Developing in the child and his family a responsible attitude toward society, and fostering constructive opportunities for society to work together with the poor in solving their problems.

(g) Increasing the sense of dignity and self-worth within the child and his family.

Twenty years later, these remain the objectives of Head Start.

Studies have shown that Head Start is an effective vehicle for providing the services necessary to narrow the gap between impoverished children and their more advantaged peers. Head Start, in the past twenty years, has provided comprehensive early childhood development services to over 9.1 million children and improved the quality of life for these children and their families, the program has fostered the development of children and enabled them to deal more effectively with both their present environment and later responsibilities in school and community life.

Head Start has also had a positive impact on families and communities. Parents of Head Start children participate as volunteers in the classroom, as partners with the professional staff in making decisions about their local program, and as recipients of social services, child development information, and other related services as they request. Many parents and other low-income Head Start staff have been able to rise out of poverty through training supported by the program. Thousands have earned college credits or completed degrees in early child development and related fields and are now child care resources themselves.

In the past five years, Head Start has provided comprehensive child development services to 2,092,300 children. The budget has increased from almost $819 million in FY 1981 to $1,075 million in FY 1985. During this period enrollment in the program has grown from 387,300 to 452,100; and specific steps have been taken to improve the quality of services provided. For example, classroom size has been reduced and salaries have been raised to attract and hold qualified teachers.

Head Start continues to provide quality services to the children and families it serves. One hundred percent of the children in the progam at least 90 days received medical screenings; 96 percent of those identified as needing medical treatment received it. Ninety-five percent of the children enrolled at least 90 days received dental exams and 96 percent of those identified as needing dental treatment received it. Ninety-five percent of all Head Start children are either fully immunized or up to date in their immunizations. Ninety-six percent of Head Start families identified as needing social services received them. Thirty percent of the classroom staff in Head Start have either degrees in early childhood education or have been awarded the Child Development Associate credential. Head Start, in addition, provides social services to the more than twelve percent of its children who have been professionally diagnosed as handicapped.

Grants to carry out Head Start programs are awarded to public and private nonprofit agencies. Head Start's legislation includes a formula which determines minimum State allocations. The two factors in the formula are the relative number of poor children and the number of recipients of Aid to Families with Dependent Children in each State as compared to all States.

I would like to outline briefly for this Committee a few areas in which program initiatives will be undertaken during Fiscal Year 1986.

A management initiative to analyze costs and improve the efficiency of programs, which became operational in Fiscal Year 1984, will continue to be utilized in Fiscal Year 1986. Grantees have identified savings through the use of this management analysis and utilized these savings to increase program quality and increase enrollment.

In Fiscal Year 1986, there will be continued emphasis on enrolling children with handicaps, including those with severe or multiple handicaps. We will assure that Head Start continues to provide enrollment opportunities for handicapped children well in excess of the ten percent required by law.

A number of demonstration and evaluation projects, begun in Fiscal Year 1985, are being continued in Fiscal Year 1986. These projects are intended to develop and test strategies for increasing social and economic self-sufficiency among families and communities served by Head Start and for improving the efficiency and effectiveness of Head Start and for improving the efficiency and effectiveness of Head Start services. The ultimate goal of this effort is to develop and transfer effective technologies to the local Head Start and child care communities.

In order to assure that local projects are equipped to deal with the special developmental needs of handicapped children, a network or Resource Access Projects (RAPs) will continue to provide special training and technical assistance to the local grantees.

We will continue our commitment to parent involvement in Head Start and will continue to emphasize the role of the parents as the primary educator of their children. In order to focus special attention on this I have established a national task force of parent and program representatives to recommend ways in which parent involvement in Head Start can be strengthened.

A variety of training and technical assistance activities are being directed toward assisting local projects in meeting program performance standards in component areas such as education, social services, parent involvement, and health services. Services are being delivered in part through a network of training and technical assistance providers which is accountable to local Head Start projects; and in part through the direct funding of local program to allow them to purchase training and technical assistance directly.

Mr. Chairman, in closing, I would like to reaffirm to you and the other Members of the Committee, the commitment of the Office of Human Development Services and the Administration for Children, Youth and Families to continue providing high quality, efficient and responsive services to Head Start children and their families.

I thank you for the opportunity to testify today before this Committee, and will be pleased to answer any questions that you might have.

Mr. KILDEE. Thank you very much for your testimony. It's always a pleasure to have you with us.

I have a few questions. The Department issued proposed regulations on April 3 requiring local Head Start directors to run State and national criminal background checks on job applicants to help prevent sexual abuse of children. What is the status now of those proposed regulations? And how many and what kind of comments were received on them? Does the Department currently provide any information and guidance to local programs regarding possible abuse?

Ms. LIVINGSTON. Yes. We received 79 letters, 58 of them from Head Start grantees. The comments were unanimous in their support of interviews and reference checks for prospective employees. But a large percentage were concerned about the requirement for criminal record checks based on two things: the cost and the question of whether they really are efficient. Our rule making procedure is moving along. We are about ready to send that rule out. So, we will be continuing to work on that.

Basically what we are saying is, on the criminal record checks that they can only do that if it's in concert with their State laws.

Sixteen States have provision for them to work through their law enforcement agencies to the FBI. We can't mandate it where that apparatus is not in place.

Mr. KILDEE. We have read of abuses in some early childhood programs, various programs throughout the country. Have there been any incidents of abuse in Head Start Programs, sexual abuse of children?

Ms. LIVINGSTON. No, no documented.

Mr. KILDEE. No documented incidents?

Ms. LIVINGSTON. No documented cases in Head Start.

I think one of the many advantages that we have is that our program is so closely monitored. We have specific rules for how things operate. Our people are very well trained. We have a whole system in the local centers for interviewing staff and checking their references, not so much the criminal aspect of it specifically but just generally their references and previous employment. We have just been able to keep on top of that issue very effectively so far.

Plus, another issue that is important, it is sort of implicit in the way Head Start operates is, the parents are in and out of the centers all the time. Maybe not every parent, but there are always some parents there. And that's one of the guidelines to people when they want to make sure their children are safe, is to drop in from time to time unannounced. This is happening a lot in Head Start. I think that helps a lot, too.

Mr. KILDEE. It's not a question of parents dumping children there, Head Start parents are involved themselves.

Ms. LIVINGSTON. Yes, they are very involved.

Mr. KILDEE. Have you reached a decision on whether you will continue to fund the 18 regional training and technical assistance centers? When is your report due on the effectiveness of direct local funding for training and technical assistance? Can you tell us what you have found so far?

Ms. LIVINGSTON. We fund 10 regional support grants plus another 1 for the Indian and migrant programs. At the moment we are still funding those. We anticipate that—that issue is under review in the agency, but at the moment we are still operating that way.

Mr. KILDEE. At the present time, you will continue these centers?

Ms. LIVINGSTON. Right.

We have an internal report that is coming up in February. Our present plan is a minimum of through June 1986.

Mr. KILDEE. What is the average rate of staff turnover in the Head Start Program? Do you have any data on that?

Ms. LIVINGSTON. About 19 percent.

Mr. KILDEE. What can be done on the Federal level, what can be done perhaps in our reauthorization to help keep qualified staff?

Ms. LIVINGSTON. Some of the things we are doing, we have—I couldn't in all honesty say we have a full-blown salary study underway, but we are looking through our cost analysis information, what programs across the country have salary schedules where there is room for an employee to move up a little bit incrementally after a certain amount of more experience or another degree. We are trying to encourage that that be done across the country so that employees have something to look forward to.

Mr. KILDEE. Do you have any longevity factor?

Ms. LIVINGSTON. Yes. For those centers that have that kind of a program, there usually is. Sometimes they top out rather quickly. You know, the scale sometimes is not as long as it, say, is in the Federal Government, where we have, I think, 10 or 12 steps in our salary schedule, sometimes shorter in Head Start because they are more limited in how far they can go. But we are encouraging that process.

Mr. KILDEE. This is not a reauthorization hearing, so I ask this next question with that in mind; perhaps you will bear that in mind as you respond, too.

Assistant Secretary Dorcas Hardy indicated during the full Education and Labor Committee's budget hearings on February 28 of this year and again in a recent interview that, after requesting level funding for fiscal year 1986, the Department may consider seeking an increase in funds for Head Start for fiscal year 1987. Can you speculate at this time what the priorities will be if additional funding were to be provided?

Mr. MURPHY. Mr. Chairman, we have been discussing continuing the process of cost analysis and being more efficient. In fiscal year 1986, as the Commissioner has mentioned, we will be looking at the local programs and how they put in salary differential scales, a system for minimizing turnover in the Head Start Program. And in some cases the turnover is a plus, because, in effect, we see ourselves as leaders in the community in the whole child care area. These individuals have an opportunity to move in, up, and out, which is one of the parts of the theory. However, we cannot necessarily support wholesale leaving of the Head Start Program.

But with our 1986 management effort, if we were to come forward and ask for increases in 1987, we would be looking at the areas of the greatest unmet need in the country. We would be encouraging local programs to set up salary differential scales. We are working with local programs to give incentives to employees who do well and go on to train. We are looking at the possibilities of making a minimum amount of—or setting a standard which will set minimum amounts of days, weeks, or months to be in Head Start Program duration.

All of these things we will consider. We have not at this point decided which of those will take priority. And I think a lot of that depends on our management work in 1986.

Mr. KILDEE. What kind of information do you have on the impact of the so-called insurance crisis on the Head Start centers? How many programs have had policies canceled or not renewed? How many, for example, are experiencing significant rate increases? We get some anecdotal information on this. Does the Department have any recommendations how to handle this insurance problem?

Ms. LIVINGSTON. We don't have a specific number of programs that are having that problem. We are getting our information a little bit in bits and pieces, too. We know that some programs have experienced two- and three-fold increases. In some cases we suspect that programs may have been underinsured a little bit to begin with. But it's kind of a mix. The results we are seeing are mixed.

What we are trying to do is get information out to the grantees to the best that we can. From what we are able to find out, there

are some organizations, including the Head Start Association, collaborating on kind of a study of this whole situation. We are working with them and sharing information back and forth and trying to get what we can out to the grantees.

Mr. KILDEE. Does the Department have any plans to take any action or make any recommendations on the question of the Head Start employees who draw unemployment compensation during the summer months, when they do plan to come back to their jobs in September? Has that been discussed. Do you have any recommendations on that?

Ms. LIVINGSTON. Yes, it has been discussed extensively since the IG's report came out. We know there is a great deal of concern on the part of the grantees as to what the dollar impact will be for their staff. On the other hand, we want to do the right thing in terms of the law. We are in the process of sending out a letter to the grantees soliciting some information on what their costs are for unemployment, how many people in their programs use it. We are going to use that information to try to evaluate the situation and come in with some recommendations a little further down the road.

We are sensitive to the problem, but we are also concerned about the increase in unemployment insurance costs to the grantees and some of the issues of people using unemployment when they are really not employed in the technical sense. We have had cases where—most of the cases are using it during the summer where they're just off because there is no program. But we also have examples where employees have used it for Christmas vacation. The IG's concern was the appropriateness of things like that.

We are trying to get a handle on what the problem is and how big it is. Then we are going to proceed from there. And the assistant secretary, of course, is very concerned about it.

Mr. KILDEE. You have several task forces looking into specific program areas in Head Start such as parent involvement, class size, and the hours of program operation. Can you describe to us your process, the composition of those panels, and what are you finding through those panels? Do you plan to issue regulations in those areas?

Ms. LIVINGSTON. I will take the parent involvement one first because that I appointed last spring, and that is very dear to my heart, if you will forgive my prejudice in that area. We have about 12 people who represent parents, Head Start directors, one of our regional staff, our in-house staff, and people from all the different programs, the migrant, Indian, and regular Head Start, plus all the associations that make up the Head Start Association. We met once in July. We are meeting again next month in connection with the National Parent Association meeting in Grand Junction. We will probably meet again in the early spring.

What we are trying to do is take a look at everything we do in parent involvement, look at the positives and the negatives, and put it all together and figure out how we can make the program stronger. When I first announced this program last April in Puerto Rico, I was approached by a newspaper reporter who said: Commissioner, if Head Start is so famous for its parent involvement, why do you have to study it? And we just feel that 20 years have now

gone by. We know that parent involvement has worked. We also know it can be better. So, that is what we are aiming for.

I don't see a major shakeup, but I do see us being able to figure out ways to do a little better.

On some of the other issues, not all of them involve task forces. We are working internally on studies in a number of areas, some of which you mentioned: class size; the program option, which is which way a center sets up its Head Start Program; home based or center based or a combination, and so forth; hours of operation; the length of the school year; the unemployment and liability insurance issues; grantee selection; grantee appeal process; staff selection; criminal record checks; enrollment; and attendance.

We are basically looking at as many of them as we can in a statistical sense, efficiency sense, and management sense. We are trying to come up with recommendations during the school year basically.

Mr. MURPHY. Mr. Chairman, you may or may not know that Head Start folks out there are one of the most active and vocal group when you start working with the local program. So, I want to assure you that, as we look at each one of these policies, we will be developing position papers, having discussions, having more discussions, and even more discussions before we issue any policy.

Mr. KILDEE. There is an effective network out there.

Mr. MURPHY. Yes, that's right.

It is important after 20 years to take a real look at the program. I think that we want the same definition of Head Start all over the country. We may, however, have different ways of delivering those services to the local community. But we do want it to be Head Start. And that's why we saw a need to look at these areas.

We continue to add to this list as other issues come up. I mean, liability insurance was not a major issue when we put this together. Unemployment insurance was not a major issue when we put this together. So, that list will continue to grow. We will continue to work on those problems over the next 2 or 3 years.

Mr. KILDEE. Thank you very much.

Carol, do you have any questions from the minority?

Ms. LAMB. No, Mr. Chairman.

Mr. KILDEE. I appreciate your coming here again today and answering very candidly and clearly our questions. We may have other questions we want to submit to you in writing. Of course, we can always have informal contacts. We are serving the same kids out there. We are in different branches of government but we are in the same government and it's the same kids. I do appreciate your continued cooperation and your good attitude toward this subcommittee.

Ms. LIVINGSTON. Thanks very much for having us. We appreciate it.

Mr. KILDEE. Thank you very much.

Our next witness is Dr. Marilyn M. Smith, executive director, National Association for the Education of Young Children, of Washington, DC.

STATEMENT OF MARILYN M. SMITH, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN, ACCOMPANIED BY DEBORAH PHILLIPS

Ms. SMITH. Chairman Kildee, I thank you for the opportunity to testify today about the Head Start Program. My name is Marilyn Smith. I am the executive director of the National Association for the Education of Young Children, a 60-year-old organization whose main purpose is to insure the quality of the care and education available to this Nation's young children. The way we work is through membership. We now have over 47,000 members. They consist of people working directly with children, researchers, trainers, and so forth.

I want to begin by noting how encouraging it is for us as a membership organization with this purpose to hear the opening remarks you make, to know your values and your beliefs about the importance of this Nation's young children. It is encouraging to know that we do have a committee in this Congress with which we can work to further the good educational and care programs that we know all children need for their future.

I will direct all of my comments today to one issue. That is the quality and training of the staff in Head Start. NAEYC chooses to emphasize this issue because this is the best route to achieving a head start for young children participating in this program. That is to ensure that the staff are qualified, that there are enough of them, and that they are compensated and valued for this vital service that they provide.

One of the most consistent findings of research on the outcomes of early childhood programs is that positive developmental outcomes accrue to children in programs staffed with adequate numbers of adults trained in the special skills required of early childhood teachers. The early childhood program can be filled with the most advanced educational materials, but without an adult who can guide the learning process, the materials are an empty promise. The staff determine the quality of the day-to-day experiences of the children in Head Start. These experiences, social, physical, cognitive, and emotional, are what children carry with them when they graduate from Head Start.

The surfacing of concerns about child abuse in child care settings at this time last year, and the recent withdrawal of insurance companies from the child care market have also highlighted the vital need to staff early childhood programs with trained and dedicated teachers. The teacher is the cornerstone of any attempt to insure the protection and nurturance of our children in early childhood programs, for it is the staff who translate standards of quality into daily practices that enable children to thrive.

I want to quickly summarize four issues which must be addressed as we look at how to ensure high quality teaching staff in this Nation's Head Start Program. All four of them would be known to us by common sense, but it is very important to emphasize that we do have research findings that have identified these components as making a difference in a program that actually helps children thrive and grow.

First, the quality of the teacher's verbal interactions with children is directly tied with research evidence to the growth that the children actually achieve during their period in the program. This in turn, of course, is clearly identified with the specialized training that these teachers have to provide the kind of verbal interactions. It is also tied to the kind of adult-child ratios that enable the teacher to have this individual interaction with children at a very vulnerable period in their language and cognitive development.

Second, group size and ratios are extremely important to the quality of the program, primarily insofar as they constraint the adult's ability to interact meaningfully with children. There are limits to what even the most talented teacher can accomplish with large groups of children and minimal assistance. It is of concern that the number of children in Head Start classrooms has been increasing and that there are fewer adults to work with them. When Head Start began in the mid-1960's and through the mid-1970's, typically you would find always the ability to have one adult working with approximately five children. There was a teacher, an assistant, and a volunteer consistently in groups of approximately 15 children. Our society, as we all know, has changed drastically. One of the things that has happened is that those volunteers are really very difficult to find in these days. The women are at work in the work force and are not there to volunteer.

The other thing that has happened is, of course, the CETA funds were dropped. We dropped approximately 6,000 volunteers paid through CETA funds that were working in the Head Start Programs. So, now we find an average of 18 or more in a group, up to 20 and more in a group. Very often it means there is a teacher and an assistant, which means 1 to 9, or 1 to 10. That drastically affects the quality of the program that can be provided for these very young children.

The third component is the stability of the staff. This is also important to the quality of the program because obviously a teacher must be in a program over a period of time in order to get to know that child, that child's needs, to develop a program for that child, and to work with the family.

The fourth component, and the strongest one, is the specialized training in child development and early education, which has been shown repeatedly to affect children's social and cognitive gains in early childhood programs.

Training has three major benefits. It instructs adults in the special skills that are required of excellent teachers. It makes the job of early education easier for adults. And it is a clear demonstration of the individual's commitment to the early childhood profession.

At this point in my remarks, I want to describe two initiatives in which the early childhood profession is involved. Both of these initiatives are designed to strengthen the quality of the early childhood programs and particularly the quality of the staff.

The first is a credentialing program for individuals who work in centers and schools for children. It is called the Child Development Associate Credentialing Program. It is in its 11th year. We now have 17,000 credentialed child development associates [CDA's] providing specialized training in Head Start and other early childhood programs. A unique and powerful component of the CDA Program

is the fact that it is a competency based assessment of the candidate's actual work with children observed in the classroom.

Your credentials in this country are traditionally given for completing a certain number of classes rather than given on the basis of being able to demonstrate in practice that one can practice what they have learned in classrooms. Both the CDA training program and the CDA assessment process have been tailored to the very specific responsibilities of early childhood staff. This extremely successful competency based training and assessment system has recently been expanded so that now they have the capacity to assess and credential home visitors, care givers of infants and toddlers, and family day care providers.

We hope that the funding will be available so that these programs can expand rapidly.

In the context of speaking about CDA, we want to commend the Administration for Children, Youth, and Families' attention to ways of increasing the number of qualified staff teaching in Head Start Programs. Specifically, they are now going to require that each Head Start Program has at least one qualified adult with an early childhood degree or CDA credential by 1990. They are also attempting to enter into an agreement with the Department of Labor to access Job Training and Partnership Act funds for the training of child care providers including Head Start staff. NAEYC urges this committee to support those efforts.

The second initiative that I want to mention is very new. In fact, after 4 years of development at NAEYC, this new program I will talk about has been operational for less than 3 months. Yet, in my view, it holds a promise for improving child care programs and early childhood programs in this Nation far more than any initiative that I know of.

It focuses on the entire program, the school, the center, and it offers an accreditation for programs that go through a self-study process, a self-study that involves not only every teacher but involves the parents in evaluating that program. Based on that self-study, the program takes the initiative to make improvements and then voluntarily they put themselves forward for an accreditation if they can demonstrate with observers there their practice of these high quality criteria.

We are extremely heartened by the acceptance of the field of this program that we have initiated. So many programs have never stopped to do a self-evaluation, self-study. We have now provided the materials and the components and the support systems for them to do that process. They are extremely involved and beginning to make improvements.

The relationship of this to Head Start is interesting. Again, it's voluntary. But we already know that many Head Start Programs are sending for materials. They are asking for assistance to pilot using this program to examine their own educational component.

I will close my remarks by outlining four ways in which these efforts can be enhanced and extended through the support of the U.S. Congress.

First and foremost, adequate funding for Head Start is critical. In recent years, although Head Start funds have been protected from budget cuts, cutbacks in the support programs on which Head

Start relies have resulted in a substantial erosion of resources from Head Start. It must be recognized that Head Start does not operate in isolation from other programs such as title XX and the Child Care Food Program, or the CETA Program that I mentioned. These other programs require the same enthusiastic support that Head Start has earned.

Second, I urge the committee to protect chapter 1 of the Elementary and Secondary Education Act from budget cuts. This compensatory education is critical for low-income children once they reach the elementary school grades.

Head Start is well recognized for the cognitive gains made by the children it has served, but it cannot be expected to inoculate children forever from the adverse effects of subsequence inadequate learning environments. These children require and deserve a continuing investment of educational resources.

Third, I urge members of this committee to pass the three sections of the Child Care Opportunities for Families Act of 1985 that are within its jurisdiction: the scholarship program for the child development associate credential that will remove barriers to participation by low-income individuals; training and technical assistance for family day care providers, the most commonly used form of child care in this country; and the demonstration grants to create a school based early childhood education and child care program for 4-year-olds, designed specifically to meet the needs of working parents, including many of those currently served by Head Start.

The importance of supplementing part-day programs has recently been highlighted by the latest summary of Head Start evaluations: 6- to 8-hour Head Start days are related to markedly higher immediate cognitive effects than are 2½- to 5-hour sessions.

Fourth, greater attention needs to be paid to the benefits and salaries offered to Head Start teachers as well as to turnover rates among these teachers. The staff in Head Start Programs administered by community action agencies are paid about two-thirds of the salaries paid to staff in school-based Head Start Programs, yet the responsibilities are the same. In almost all professions, staff are rewarded for demonstrated commitment and skill. This should hold true for early childhood staff. We recommend that salary schedules based on demonstrated appropriate skills in working with young children, such as that offered by the CDA credential, be established for Head Start staff, thereby lending an additional incentive for teachers to participate voluntarily in training and other professional development opportunity.

The current interest in quality care that has surfaced among parents, policymakers, and professionals is a very positive sign. There is a growing recognition that early childhood education as exemplified by Head Start can make a substantial difference in the lives of children and that the magnitude of this difference depends on the quality of the care and education that the children receive. Staff lie at the center of the debate about quality, their expertise, their numbers, their stability, and their training.

NAEYC looks forward to working with this committee to ensure that these adults, who share child rearing responsibilities with over half of all parents, are equipped and rewarded for their efforts to provide the best head start possible for our Nation's children.

[The prepared statement of Marilyn Smith follows:]

PREPARED STATEMENT OF MARILYN M. SMITH, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN

Mr. Chairman, thank you for this opportunity to testify before this committee about the Head Start Program. My name is Marilyn Smith. I am the Executive Director of the National Association for the Education of Young Children. NAEYC is a 60-year old organization whose purpose is to assure that children receive high quality care and education during their earliest years. Our membership now stands at 47,000, representing professionals who work in all facets of early education and care—teachers, researchers, advocates, and parents.

This is a particularly significant hearing, coming as it does during Head Start's 20th anniversary year. This is an opportune time to review and celebrate Head Start's many successes and to shape a future for this program that will assure its continued record of achievement. I applaud this committee for mapping out, in advance of Head Start's reauthorization a set of issues that can guide all of us as we launch Head Start on its third decade.

I will direct my comments today to one issue—the quality and training of the staff in Head Start. I choose to emphasize this issue because the best route to quality care is to assure that early childhood staff are qualified, that there are enough of them, and that they are compensated and valued for the vital service they provide.

One of the most consistent findings of research is that positive developmental outcomes accrue to children in programs staffed with adequate numbers of adults trained in the special skills required of early childhood teachers. The early childhood program can be filled with the most advanced educational materials, but without an adult who can guide the learning process, the materials are an empty promise. The staff determine the quality of the day-to-day experiences of the children in Head Start, and these experiences—social, physical, cognitive, emotional—are what children carry with them when they graduate from Head Start.

The surfacing of concerns about child abuse in child care settings at this time last year, and the recent withdrawal of insurance companies from the child care market have also highlighted the vital need to staff early childhood programs with trained and dedicated teachers. The teacher is the cornerstone of any attempt to assure the protection and nurturance of our children in early childhood programs, for it is the staff who translate standards of quality into daily practices that enable children to thrive.

Unfortunately, much of the publicity around these issues has engendered a punitive and suspicious attitude toward child care staff. I hope today that we can take the renewed appreciation of the significance of early childhood staff and translate it into constructive steps to assure quality education and care, rather than to merely prevent the hiring of unqualified staff.

Even within the Head Start program, proposed rules issued last July call for criminal record checks and written declarations listing all criminal arrests and charges related to child abuse. While this may keep the bad out, what is being done to keep the good in? We cannot stop with simply preventing harm, but must take real steps to attract and retain excellent early childhood teachers.

What is it about the teaching staff that is important? The research evidence is clear on this. First, the quality of their verbal interactions with children is extremely important. It is a real skill to take a child's straightforward question and respond with an answer that will stretch the child's thinking one step beyond where she is. The very best teachers are able to transform the simplest tasks into an opportunity to learn or to spark the child's curiosity, and this does not just come naturally.

Second, group size and ratios are very important, primarily insofar as they constrain the adults' ability to interact meaningfully with children. There are limits to what even the most talented teacher can accomplish with large groups of children and minimal assistance. The National Day Care Study recommends group sizes based on actual attendance no larger than 16 and ratios of 1 adult to 8 children for 4 year olds. Beyond these limits, the demonstrated benefits to children drop off—something we cannot afford in Head Start.

Third, the stability of the staff has received less attention, but is no less important. A teacher's effectiveness increases with her knowledge of each child's special needs, interests, and concerns. Equally important is her growing relationship with each child's parents. Finally, children get attached to their teachers. Particularly for children from otherwise chaotic or unpredictable environments, even a single, dependable, caring adult, can make the difference between a child who thrives and a child who falters.

Turnover of early childhood staff is intolerably high. We also know that salaries and working conditions are cited by early childhood staff as the major determinants of their interest in staying in this field. They love the rewards and challenges of working with young children, but cannot meet the basic needs of their own families on the meager salaries they receive. At a minimum, it is critical for salaries to be linked to a teacher's demonstrated skill in the classroom.

Fourth, specialized training in child development and early education has been shown repeatedly to affect children's social and cognitive gains in early childhood programs. Training appears to have three major benefits. First, it instructs adults in the special skills that are required of excellent teachers. Working with children in groups entails special challenges, such as retaining the attention span of children with different abilities and interests, and promoting positive social interaction. Skills in working with parents are also a vital part of teacher training. Second, specialized training makes the job of early education easier for adults, thereby rendering this career more enjoyable and more rewarding. Third, it is a clear demonstration of an individual's commitment to the early childhood profession. Just imagine the difference between requiring criminal ID checks and requiring a demonstrated commitment to acquiring teaching skills. Many unqualified staff will have clean records, but few child abusers will have devoted several years to teacher education.

As the evidence has accumulated about these four components of quality staffing—instructive verbal interactions, optimal group sizes and ratios, stability, and specialized training—the early childhood profession has made major strides to translate this knowledge into practice.

The Child Development Associate credentialing program stands as a centerpiece of the field's efforts to provide high quality care to young children. This program, now in its 11th year, provides specialized training to Head Start and other early childhood staff. The training culminates in a competency-based assessment of the candidate's actual work with children as observed in the classroom.

The specific features of the training program and the assessment process have been tailored to the responsibilities of early childhood staff. They are designed to promote the hands-on learning and assessment of teaching skills in the classroom where they are practiced, rather than removed from the daily demands of teaching young children. Today, nearly 17,000 individuals have earned the CDA credential, bringing high quality care to more than one-half million young children. For the vast majority of these individuals, this was the only training program available to them. The value of the credential in assuring high quality staffing, is demonstrated by the fact that 60% of the states have included the CDA credential in their child care licensing provisions. And, the CDA Program has expanded to assess and credential Home Visitors, Caregivers of Infants and Toddlers, and Family Day Care Providers.

The Administration for Children, Youth and Families, which administers the Head Start program, has made two significant commitments to increasing the number of qualified staff teaching in Head Start programs. They will require that each Head Start program has at least one qualified adult with an early childhood degree or CDA credential by 1990. They will also seek to enter into an agreement with the Department of Labor to access Job Training and Partnership Act (JTPA) funds for the training of child care providers, including Head Start staff. I urge this committee to support these efforts.

At the request of ACYF, NAEYC has assumed responsibility for the ongoing administration and refinement of the CDA program. We are honored by the trust in NAEYC that this action demonstrates and welcome this opportunity to act on our conviction that quality staff create quality programs for children.

NAEYC has also just launched a national effort to promote high quality child care through a national, voluntary accreditation system for child care centers—the National Academy of Early Childhood Programs. The purpose of this project is to support the provision of high quality child care by the early childhood profession on a voluntary basis. We believed that given a set of concrete goals or standards, a structure that would support programs' efforts to make improvements, and a means of recognizing programs that achieved the goals, the early childhood field would take the initiative in upgrading our nation's child care system. We were right!

At the heart of this initiative is a self-study process, guided by a set of high-quality standards, that is designed to provide program staff and parents with the skills to participate, as partners, in the ongoing assessment and improvement of their early childhood program. The criteria that define quality for the Academy reflect the most current research and represent the consensus opinion of our nations' experts in early childhood education. Not surprisingly, they place a great deal of emphasis on staff qualifications, training, hiring, and evaluation.

The response of the field has been tremendous. Just since July, over 250 programs from 36 states have applied to participate in the project, and applications are coming in at a rate of 5 to 10 per day. Many Head Start programs are involved. Several are piloting the use of the Accreditation Guidelines as a monitoring system for the Head Start educational component. Clearly, the early childhood field is clamouring to receive recognition for the high quality care that is already being provided and to improve programs that require upgrading.

There are many ways in which these efforts can be enhanced and extended through the support of the U.S. Congress. In the spirit of partnership, we will upon the federal government to join with the ongoing efforts of the early childhood profession through the following actions.

First and foremost, adequate funding for Head Start is critical. Head Start funds contribute to the Child Development Associate program, enabling us to keep the costs to the participants within an affordable range. In recent years, although direct Head Start funds have been protected from budget cuts, cutbacks in the support programs on which Head Start relies—Title XX and the Child Care Food Program, for example—have resulted in a substantial erosion of resources from Head Start. It must be recognized that Head Start does not operate in isolation from other programs, and these other programs require the same enthusiastic support that Head Start has earned.

Second, I urge the committee to protect Chapter 1 of the Elementary and Secondary Education Act from budget cuts. This compensatory education program serves low-income children—the same target population for Head Start—once they reach the elementary school grades. The Department of Education, in its annual reports, has repeatedly documented the success of the Chapter I programs in promoting and sustaining the educational gains made by low-income children. While Head Start is well recognized for the cognitive gains made by the children it has served, it cannot be expected to innoculate children forever from the adverse effects of subsequent inadequate learning environments. These children require and deserve a continuing investment of educational resources. This is the purpose of Chapter I. It needs your support just as much as Head Start.

Third, I urge members of this committee to pass the three sections of the Child Care Opportunities for Families Act of 1985 that are within its jurisdiction: (1) the scholarship program for the Child Development Associate credential that will remove barriers to participation by low-income individuals (2) training and technical assistance for family day care providers—the most commonly used from of child care in this country, and (3) the demonstration grants to create school-based early childhood education and child care programs for 4 year olds, designed specifically to meet the needs of working parents, including many of those currently served by Head Start. The importance of supplementing part-day programs has recently been highlighted by the latest summary of Head Start evaluations: "6 to 8 hour Head Start days are related to markedly higher immediate cognitive effects than are 2.5 to 5 hour sessions."

Fourth, greater attention needs to be paid to the benefits and salaries offered to Head Start teachers, as well as to turnover rates among these teachers. The staff in Head Start programs administered by Community Action Agencies are paid about two-thirds of the salaries paid to staff in school-based Head Start programs, yet the responsibilities are the same. Just as Head Start is a model program for the children and families it serves, it should be a model program for the staff that provide the backbone for Head Start's successes. In almost all professions, staff are rewarded for demonstrated commitment and skill. This should hold true for early childhood staff. We recommend that salary schedules based on demonstrated, appropriate skills in working with young children, such as that offered by the CDA credential, be established for Head Start staff, thereby lending an additional incentive for providers to participate voluntarily in training and other professinal development opportunities.

The current interest in quality care that has surfaced among parents, policymakers, and professionals is a very positive sign. There is a growing recognition that early childhood education, as examplified by Head Start, can make a substantial difference in the lives of children, and that the magnitude of this difference depends on the quality of the care and education that the children receive. Staff lie at the center of the debate about quality—their expertise, their numbers, their stability, and their training. NAEYC looks forward to working with this committee to assure that these adults, who share childrearing responsibilities with over half of all parents, are equipped and rewarded for their efforts to provide the best care possible for our nation's children.

Mr. KILDEE. Thank you very much, Dr. Smith.

Doctor, how did the National Association for the Education of Young Children come to take over the administration of the Child Development Associate Program? Can you tell us how that program is being run now? And in your opinion will a national centralized CDA Program survive without Federal funding?

Ms. SMITH. NAEYC took over the administration and management of the Child Development Associate Program on September 1, after a period of 3 months of negotiations with the Administration for Child, Youth, and Families. They came to us and to our governing board last April announcing that they had been unable to renew a contract or to find a contractor they could give the program to. Their concern was that they wanted a professional association to take over the management. This was a very difficult thing for us to examine and make decisions about, because we have not been involved in any kind of Government grant contracts or management of this kind of program.

So, we took the time to look at it very carefully and did agree to do so.

In terms of the next question, how we are doing the management, one of the things that we insisted on was that no changes in the program should be made for 1 year, that we needed to keep the program operating as it has been operating and take a year to do a very thorough analysis of ways in which it might be improved.

The third part of your question, could it ever survive without Government funding, is a difficult one. That is one of the things we will be looking at during this year.

The problem, as I know you understand it, is that we are serving a population of teachers in these programs on a very, very low salary schedule. To expect that population of people to carry the full cost is very difficult, almost impossible, for a program that has any substance to it in terms of a credentialing program.

What has happened over the years, there are fees now paid by the individual CDA's as they go through the system. But, of course, for the most part in Head Start Programs, the program, through that program budget, pays for that. What has happened, therefore, is that the majority of our people in our child day care centers are no longer able to go through the system because those day care centers do not have the funds to put into the program, and the individuals do not.

Mr. KILDEE. I imagine the Federal Government is getting quite a bargain for its Federal funding for you to administer that program. It is probably one of the better bargains that they find, certainly a better bargain than Cap Weinberger gets when he buys Allen wrenches, I am sure.

The National Association for the Education of Young Children has done a lot of very valuable research on the impact of the insurance industry's withdrawal from providing liability coverage for Head Start centers and other child care programs. What do you think has caused this crisis in insurance for child care centers?

Ms. SMITH. I would like Dr. Deborah Phillips, our director of our child care information service, who has done all of that research, to respond to that.

Ms. PHILLIPS. There are a couple of reasons that we are aware of. Many derive from within the insurance industry itself, their perception of going through financial stresses themselves. There is a debate about how legitimate that concern is but, needless to say, it's there.

The reason why child care programs and Head Start Programs are among the lines of business that they are now scrutinizing as presumably high risk has to do—and they admit this—with the headlines about child sexual abuse in child care programs. They know very little about child care. They are learning a lot. But they get their information from the media. And the media coverage in the last year has not been terribly positive. It doesn't talk about the success stories or about the field as a whole and the very high quality care that is provided out there. And they are basing their judgments now on fears of child abuse, not facts of child abuse but fears.

Mr. KILDEE. In cases where Head Start maybe operates under the aegis of another public body, such as a local board, does that other body's insurance cover the Head Start Program?

Ms. PHILLIPS. I don't know the ins and outs of insurance coverage for Head Start. My understanding is that in certain cases they are covered under umbrella policies that the community action agencies hold, or the schools. But I think that is an important question to direct to the administration. I think it is critical to look very carefully at how Head Start Programs are insured and how this current crisis is affecting those programs. We don't have a good information base on that specific segment of the problem.

Mr. KILDEE. We should make sure that there is not double insurance where it is not needed. The insurance industry, I am sure, is a very honorable profession, but in any profession you will find people who will try to sell you something you don't need. So, I think we might want to look at that and see whether perhaps they already have coverage through a local community action agency or maybe a local public body under which the program operates.

Ms. PHILLIPS. Even if they are covered through a community action program, though, it doesn't ensure that their insurance won't be affected by these current problems. Those agencies are being affected as well as individual child care and Head Start Programs.

Mr. KILDEE. How serious do you really think the insurance problem is? Or is it that no one really knows, including the insurance industry, how serious it is?

Ms. PHILLIPS. I think we've just seen the tip of the iceberg. We know of programs that have closed because they can't support the higher insurance costs. It is a very serious problem for family day care providers who just work on shoestring budgets.

It is also a serious problem for programs that rely on Federal funds, whether they are a Head Start Program or a title XX program, because they get a set budget. They can't make up increased insurance costs very easily without cutting into other aspects of the program quality. We may see an erosion of quality because of this.

There was a national survey conducted by the Child Care Action Campaign and the Child Care Information Exchange at the beginning of the summer when we were just becoming aware of the

scope of the problem. About 20 percent of all child care programs responding—this covered family day care center based and head starts, all different kinds—had received nonrenewals or cancellations of their insurance altogether. About another 20 percent had received exorbitant rate increases that they couldn't afford. The average rate increase that emerged—this was in June—was 300 to 400 percent. At NAEYC we have consistently been receiving 200 calls a week from child care providers who are at their wits end.

So, I don't think we can pay enough attention to this problem. It seems a little far afield from child care. I never thought I would have to learn as much as I have about insurance. But it is undermining many programs in this country.

Mr. KILDEE. You raised a good point there: You never knew how much you would have to learn. I think that is a very honest and accurate statement. With that in mind, what might we do to provide technical assistance to centers to determine their insurance needs and how to get that coverage? Can we do something in the technical assistance to help them on that?

Ms. PHILLIPS. I think there have been a couple of hearings already in Congress. I think just keeping that information coming in and keeping it visible is critical so that the problem doesn't appear to be hidden. I also think the Congress could play a very important role in working with the State insurance commissioners, turning to them for information, alerting them about your concern about the effects of this on programs that you fund. I think they're an important conduit.

I also think the Governors are. The insurance companies are monitored, to the extent that they are monitored, at the State level primarily. So, it makes it difficult to deal with in a national sense. It requires going back to those people at the States who have the decisionmaking responsibilities. But I think Members of Congress can play a critical role in coordinating and pulling together some of those efforts at the State and keeping a dialog going back and forth.

Mr. KILDEE. Might it be helpful if the Head Start Programs within a State were able to go together and approach an insurance carrier and bargain?

Ms. PHILLIPS. Absolutely.

Mr. KILDEE. In the first place, not always the last place. Maybe if they went together as a group and tried to secure some type of coverage rather than each one going out and getting their own individual protection, that might be an approach. Perhaps that is something we might want to encourage in our actions down here.

Ms. PHILLIPS. I think that would be excellent.

Mr. KILDEE. I think we have a vote coming up. We will see in a minute here. It is a quorum call, I think.

I think what we will do is finish up this panel here and go over and vote and come back.

Ms. Lamb, do you have any questions you want to ask?

Ms. LAMB. Very briefly.

Dr. Smith, 3- and 4-year-olds are eligible in the Head Start Program. Is there a significant difference on the future development of the child if they start at the 3-year-old age and are in the program

for 2 years? Or will 1 year provide the same amount of assistance for that child?

Ms. SMITH. We believe so.

I was turning to Deborah to ask if there is some solid research evidence studies for that.

Certainly individually when you look at programs and you see what happens, remembering that a lot of it is working with the family and the parents and helping them become better teaching parents, certainly you can do so much more over a 2-year period than you can over 1 year.

The other just very logical way to answer the question is knowing the development that is occurring with a 3-year-old, and if that appropriate stimulation is not there, you are just missing a very critical time. Those are logical kinds of events. I am not sure there is some solid research evidence that has compared those two.

Ms. LAMB. Thank you.

Mr. KILDEE. That is a good question. If you are able to pull together objective data on the difference there in the future and you can supply that to this subcommittee, we would appreciate that, too.

Mr. KILDEE. Before I go over to vote, I want to say one thing. My wife and I have always been able to send our children to early childhood programs. This is an area that I have been deeply interested in for a long, long time. When I was in the State legislature, I used to provide funding for Wilbur Cohen, who is dean of the education school of the University of Michigan, to send one student a year over to Switzerland to study early childhood education under Piaget. That was my beginning. Then when my own children came along, because we are middle class, because the taxpayers pay me a very nice salary, very upper middle class—we were able to send our children to early childhood programs.

I am just convinced that it was very, very helpful to their intellectual, social, and emotional development. I guess what I want to do as a Member of this Congress is to make sure that the ability to do that should not depend upon the size of the wallet of the mother or father. All society benefits when these children get that opportunity, not just the individual but all of society benefits. Society should have some concern for that.

I have always felt that, while I was grateful that I was able to do that myself, I would like to be able to make that opportunity available for all parents so they can get that early start for their children.

At that, I think I will run over and vote. I will be right back.

[Recess.]

Mr. KILDEE. We will reconvene now that I have cast my ballot over there. It is really a kind of attendance vote right now.

Our next panel will consist of Ms. Charla Crowell, director of the Southern Kentucky Head Start Program, Bowling Green, KY. She has appeared before this committee before. I recall the time she brought along a tremendous scrapbook which moved me a great deal at that time. We have also Ms. Frankie B. King, parent involvement coordinator, appearing for Ms. Nancy Spears, Head Start director, Alabama Council on Human Relations, Auburn, AL;

and Ms. Judith Fausey, Head Start director, Danville Area School District, Danville, PA

I am very pleased to have with us this morning the chairman of the full Education and Labor Committee, the Honorable Augustus Hawkins of California, an ex officio member of this subcommittee. Mr. Hawkins, if you have a few words of wisdom for us here, I would appreciate it very much.

The CHAIRMAN. Well, not really words of wisdom. I am very anxious to listen to the panelists. We obviously are looking for some guidance and advice from you. I am sure that, while the Far West is not represented in this panel, the problem is still the same. We are very, very anxious to make sure that this program continues.

I want to commend the chairman of the subcommittee for this hearing. At the beginning of the session we tried to toss around the idea of jurisdiction. One of the programs that I recall that Mr. Kildee insisted on having in his subcommittee was the Head Start Program. It was a toss between whether or not it would be in my Subcommittee on Elementary, Secondary and Vocational Education or whether or not some of these programs would go into his committee. It wasn't any great problem because I know of his dedication and his sympathies for the program.

Between the two of us and among you, we are greatly concerned about the continuation of the program and especially at current service levels. I don't know whether or not you assume that, because this program has proved itself to be so successful, that it will be continued. I hope that you will not approach the problem with that assumption. We have great threats being made to the program. I think that these hearings will help to mobilize support for the program. To that extent, we certainly want to commend those of you who are testifying today. I hope that you will carry the message throughout. Probably some of this will even reach the Far West and my district.

Thank you very much.

Mr. KILDEE. I'll be out in your district on the 25th for sure now, Mr. Chairman.

The CHAIRMAN. This is a commitment. One of the reasons why I am here is because he's going to come out and help us preserve Head Start in Los Angeles.

Thank you.

Mr. KILDEE. Thank you, Mr. Chairman.

Ms. Crowell, our first witness, welcome back to Washington.

STATEMENTS OF CHARLA CROWELL, DIRECTOR, SOUTHERN KENTUCKY HEAD START, BOWLING GREEN, KY; NANCY S. SPEARS, PROGRAMS DIRECTOR OF THE ALABAMA COUNCIL ON HUMAN RELATIONS, INC., PRESENTED BY FRANKIE B. KING, PARENT INVOLVEMENT COORDINATOR; AND JUDITH A. FAUSEY, DANVILLE AREA SCHOOL DISTRICT, DANVILLE, PA

Ms. CROWELL. Thank you, Congressman Kildee.

Congressman Hawkins, we are glad to have you join us. And Ms. Lamb, we appreciate your interest as well. Congressman Kildee, we are so happy to have you as our chair and appreciate so much this

morning your comments about Head Start and about children in particular and your sincere interest in them.

I would also like to thank you for your very thorough staff and how helpful they have been and to compliment them for their interest in Head Start and their continuing support.

Mr. KILDEE. Thank you very much.

Ms. CROWELL. As Head Start celebrates its 20th anniversary, we are happy to be back here today to tell you that Head Start works. As it works, it pays dividends. Research reports from as late as Thursday, October 3 in USA Today laud the long-time contribution that Head Start makes to the lives of children that are privileged to attend. Specifically, Head Start graduates do better in school, graduate from high school and college, get better jobs which puts them in higher tax brackets, and have a much lower crime rate than their peers who do not attend Head Start. Thus, these children who have received an early investment in their lives are ready, willing, and able to return the investment to their communities.

Other research, the Perry Preschool project, conducted by the High Scope Foundation, states that $7 are returned for every $1 invested in preschool education. This makes Head Start one of the best deals or one of the best bargains in town.

While we have made our mistakes and had our growing pains over the past 20 years, Head Start has emerged as a model in the field of early childhood education. In fact, Head Start has led the way, shown others how and been responsible for implementing many innovative approaches to helping young children grow and develop.

In fact, Head Start has emerged as a business with an investment in the future. We need to treat it like a business, through proper utilization of resources, through good management of personnel and programs, and by continually evaluating our efforts to determine that we are using the best possible approach with our children, our most valuable resource.

Head Start does have a successful history with many success stories to its credit. Perhaps you have been privileged to hear—I am sure you have—about specific examples of children and families whose lives have been enriched and changed because someone in Head Start cared about them and gave them a helping hand when it was needed. But I would like to call to your attention today a story that is not a success story. I am speaking of our Head Start staff, the people who are in a position to have the most positive impact on turning the poverty cycle around. We're keeping these people in poverty.

A review of average salaries of 600 Head Start Programs throughout the United States shows an average salary—this is for six positions of people who work directly with the children—an average salary of $6,100 per year. These staff positions include teachers, teacher assistants, health aides, cooks, bus drivers, and social service aides. Of the group surveyed, teachers had the highest salary but only an average of $8,300 per year. However, if this person has as many as four people in their family, then they qualify to be in the poverty level. Teacher assistants were in worse shape than the teachers, with an average annual income of $5,600.

These are the people in the classroom who are closest to the children, who have the potential to bring out the best in our children. And these are the ones we are keeping in poverty.

After sampling a cross-section of Head Start staff from western and southern Kentucky, a shocking fact was evident. These people, who are trying so hard to give Head Start children a helping hand, need a helping hand themselves. A sample of teacher assistants revealed that 48 percent are sole supporters of their families, with 56 percent falling below the poverty guidelines. Twenty-six percent are working two jobs and qualify for food stamps. Of the teacher assistants, 59 percent are a present or past Head Start parent, and of the total, 37 percent of them have completed high school, 56 percent have some college credit, and 7 percent have college degrees.

The very ones that we hold accountable for helping to bring our children and families out of poverty are the ones we are keeping in poverty. Many of the families we serve have incomes above those of our staff. Imagine the impact this must have when you are trying to improve someone else's self-esteem, knowing that they have been able to achieve a larger measure of success than you have.

We need salaries for staff that provide some incentive for professional growth. While we are able to offer some fringe benefits that are encouraging to staff, very few local agencies offer even a retirement plan as an incentive for staying with the program. Those people who do stay for a long period of time stay because of their dedication to the program and the rewards that come with seeing a child or parent grow and develop.

As a result of the growth of the Head Start Program and the sophistication we have developed in knowing how to better meet the needs of children, Head Start staff is now expected to have a wide range of skills. Not only must we teach according to the individual requirements of each child, we must be specifically trained and equipped to meet the needs of the handicapped child. It is very important that we be able to do this because in many of our communities Head Start is the only resource available for preschool handicapped children.

I would like to share with you one of our parents this year who told me recently that he felt backed up against the wall until he was able to enroll his child in Head Start. That is the parent of a handicapped child. About a month ago, he was able to enroll his child in Head Start and found the support and help that he needed. With smiles on their faces, those parents said with pride that their child had gained independence by attending Head Start and was a different child even to what he was a month ago. And we are so happy to think of how it will be in next April and how much he will have advanced. As our responsibility to these children and parents increases, we must compensate our staff if we expect them to be qualified to meet this challenge.

We spend a lot of money on training to help our staff deliver quality services, but the cost of training becomes even greater when staff leave for higher paying jobs. Nationwide this year, 16 percent of the Head Start staff left the program, but in some areas of the country the turnover rate ran as high as 33 percent.

Perhaps one of our best investments is the training we give to parents. In fact, parent involvement is one of the better parts of

the program. This training not only enhances their parenting skills with their preschool child but has a spillover effect for other siblings. Many parents who have never been outside the home became involved in Head Start simply because someone else cares about them. This involvement often leads them to school, get an education, and seek a career. That is becoming another taxpayer.

Gail Settles from the Head Start Program in Chattanooga, TN, is an excellent example of a parent who advanced along with her child. In 1971 Gail Settles was 24 years old with a preschool child and a factory job that she really hated. After enrolling her child in Head Start, she was employed by the Head Start Program and decided to enroll in college. Ms. Settles obtained her college degree and was the first Head Start teacher in Tennessee to get the Child Development Associate credential. But, sadly, Ms. Settles left the Head Start Program this year to work with the school system for a much higher paying salary.

Children are our greatest resource. If we are in the business of developing this resource to their greatest potential, we must demonstrate a genuine interest in the compensation of those who are responsible for their development.

Yes, Head Start pays benefits educationally, socially, and in many other ways. Head Start pays everyone except hard-working, dedicated staff. Without competent, qualified, capable people, Head Start will be no start.

Thank you.

[The prepared statement of Charla Crowell follows:]

PREPARED STATEMENT OF CHARLA CROWELL, DIRECTOR, SOUTHERN KENTUCKY HEAD START

HEAD START PAYS

As Head Start celebrates its 20th Anniversary, we're happy to be back here today to tell you that Head Start works and as it works, it pays dividends. Research reports from as late as last Thursday, October 3, 1985 in USA Today laud the long time contribution that Head Start makes to the lives of the children that are priviledged to attend. Specifically, Head Start graduates do better in school, graduate from high school and college, get better jobs which put them in higher tax brackets and have a much lower crime rate than their peers who did not attend Head Start. Thus, these children who have received an early investment in their lives are ready, willing and able to return the investment to their communities.

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In fact, Head Start has emerged as a business with an investment in the future. We need to treat it like a business, through proper utilization of resources, through good management of personnel and programs, and by continually evaluating our efforts to determine that we are using the best possible approach with our children, our most valuable resource.

Head Start does have a successful history with many success stories to its credit. Perhaps you have been priviledge to hear about specific examples of children and families whose lives have been enriched and changed because someone in Head Start cared about them and gave them a helping hand when it was needed. But I would like to call to your attention today a story that is not a success story. I'm speaking of our Head Start staff—the people who are in a position to have the most

positive impact on turning the poverty cycle around—we're keeping these people in poverty.

A review of average salaries of 600 Head Start programs throughout the United States (Table I), shows an average salary of $6100 per year for six different categories of staff who work directly with the children. These staff positions include teacher, teacher assistants, health aides, cooks, busdrivers and social service aides. Of the group surveyed, teachers had the highest salary of $8300 per year; however, if this person has as many as four people in their family then their income falls below poverty level. Teacher assistants were in worse shape than the teachers with an average annual income of $5600. These are the people in the classroom who are closest to the children, who have the potential to influence and bring out the best in our children.

After sampling a cross section of Head Start staff from western and southern Kentucky (Table II), a shocking fact was evident. These people, who are trying so hard to give Head Start children a helping hand, need a hand themselves. A sample of teacher assistants revealed that 48 percent are sole supporters of their families with 56 percent falling below the poverty guidelines. Twenty-six percent are working two jobs and qualify for food stamps. Fifty-nine percent are a present or past Head Start parent with 37 percent completing high school, 56 percent with some college credits, and 7 percent with college degrees. The very ones that we hold accountable for helping to bring our children and families out of poverty are the ones we are keeping in poverty. Many of the families out of poverty are the ones we are keeping in poverty. Many of the families we serve have incomes above those of our staff. Imagine the impact this must have when you're trying to improve someone's self esteem, knowing that they have been able to achieve a larger measure of success than you have!

We need salaries for staff that provide some incentive for professional growth. While we are able to offer some fringe benefits that are encouraging to staff, very few local agencies offer even a retirement plan as an incentive for staying with the program. Those people who do stay for a long period of time, stay because of their dedication to the program and the rewards that come with seeing a child or parent grow and develop.

As a result of growth of the Head Start program and the sophistication we have developed in knowing how to better meet the needs of children, Head Start staff is now expected to have a wide range of skills. Not only must we teach according to the individual requirements of each child, we must be specially trained and equipped to meet the needs of the handicapped child. In many of our communities, Head Start is the only resource available for preschool handicapped children. One parent of a handicapped child told me recently that he had felt "backed up against the wall for years", but since he had enrolled his child in Head Start about a month ago that he had found support and help. With smiles on their faces, both parents said with pride that their child had gained independence by attending Head Start and was a different child to what he was even a month ago. As our responsibility to these children and parents increases, we must compensate staff if we expect to be qualified to meet the challenge.

We spend a lot of money on training to help our staff deliver quality services. But the cost of training becomes even greater when staff leave for higher paying jobs. Nationwide, this year 16 percent of the Head Start staff left the program, but in some areas of the country the turnover rate was as high as 33 percent.

Perhaps one of our best investments is the training that we give to parents. This training not only enhances their parenting skills with their preschool child but has a spill over effect for other siblings. Many parents who have never been active outside the home, become involved in Head Start simply because someone shows some interest in them. This involvement often leads them to return to school, get an education and seek a career—thus another taxpayer!

Gail Settles from the Head Start Program in Chattanooga, Tennessee is an excellent example of a parent who advanced with her child. In 1971, Gail Settles was 24 years old with a preschool child and a factory job she hated. After enrolling her child in Head Start, she was employed by the program and decided to enroll in collage. Ms. Settles obtained her college degree and was the first Head Start teacher in Tennessee to get her Child Development Associate. Ms. Settles left the Head Start Program this year; she was employed by the school system at a much higher salary.

Children are our greatest resource; if we are to be in the business of developing this resource to their greatest potential, we must demonstrate a genuine interest in the compensation of those who are responsible for their development.

Yes, Head Start pays benefits educationally, socially and in many other ways. Head Start pays everyone except hard working, dedicated staff. Without competent, qualified, capable people, Head Start will be No Start!

TABLE I

ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES

1985 Family Income Guidelines*

For All States Except Alaska and Hawaii

Size of Family Unit	Income
1	$ 5,250
2	7,050
3	8,850
4	10,650
5	12,450
6	14,250
7	16,050
8	17,850

AVERAGE ANNUAL HEAD START SALARIES

FY 84

REGION	TEACHER	TEACHER ASSISTANT	HEALTH AIDE	COOK	BUS DRIVER	SOCIAL SERVICE AIDE
I	$7,461	$5,282	$5,389	$3,822	$4,002	$6,501
II	9,942	7,411	7,640	6,692	6,728	8,852
III	9,025	6,022	7,743	5,211	4,980	7,565
IV	7,501	5,456	6,429	4,673	3,925	6,393
V	9,173	5,442	6,417	4,674	4,193	7,907
VI	8,279	5,890	6,597	4,084	4,325	7,261
VII	7,481	4,718	6,980	3,654	2,838	5,217
VIII	7,716	4,841	5,531	4,914	3,922	5,052
IX	11,759	5,813	7,284	6,496	6,487	6,834
X	9,492	5,492	6,758	4,734	2,925	6,729
XI Indian	8,242	6,370	None in category	6,511	8,482	7,286
XII Migrant	5,964	4,500	5,146	4,231	3,366	4,048
NATIONAL AVERAGE	8,324	5,652	6,666	4,848	4,443	6,778

Note: Salaries do not include fringe benefits.

*To determine eligibility for enrollment in Head Start.

TABLE II

ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES

1985 Family Income Guidelines *

For All States Except Alaska and Hawaii

Size of Family Unit	Income
1	$ 5,250
2	7,050
3	8,850
4	10,650
5	12,450
6	14,250
7	16,050
8	17,850

CROSS SECTION SAMPLE OF HEAD START STAFF

IN WESTERN AND SOUTHERN KENTUCKY

	TEACHER	TEACHER ASSISTANT	FAMILY SERVICE WORKER
Number responding	40	27	14
Sole supporter of family	28%	48%	29%
Family income below poverty level	20%	56%	43%
Working two jobs	28%	26%	14%
Qualified for food stamps	20%	26%	43%
Past/present Head Start parent	33%	59%	36%
High School	13%	37%	36%
Some College	48%	56%	57%
College Degree	38%	7%	7%

* To determine income eligibility for enrollment in Head Start.

55-926 O - 86 - 3

Used for Table II

HEAD START STAFF SURVEY

State: _____

Position: _____

# of years with your agency: _____

	YES	NO
1. Are you the sole supporter of your family?	_____	_____
2. Is your family income below poverty level (according to guidelines used by Head Start)?	_____	_____
3. Are you working two jobs in order to supplement your income?	_____	_____
4. Are you qualified for food stamps based on your annual salary?	_____	_____
5. Are you a past or present Head Start parent?	_____	_____

6. Check your educational level:

high school/equivalent _____

some college _____

college degree _____

THANK YOU!

HEAD START SALARY INFORMATION

Program: _____

	83-84	84-85	85-86
Funded enrollment:			
P.A. 22 funding:			
Salary line item amount:			
Fringe line item amount:			
Unemployment line item:			

	Average Salary (without fringe) for PY 85-86	Average No. of years with Agency	Average Level of Education
Coordinator:			
Teacher:			
Assistant Teacher:			
Social Services Worker: (center level)			
Cook:			
Bus Driver:			

Total number of staff (full-time and part-time): _____

# of staff who are sole supporters of their families: _____

# of staff who are below poverty level (according to ACYF family income guidelines): _____

# of staff working two jobs: _____

# of staff with high school degree only: _____

# of staff with education above high school: _____

# of staff with a CDA: _____

Of the total # of staff, the number who joined your program this year: _____

Average number of years that staff has been employed with this agency: _____

VIA SAT

USA TODAY
Life

THURSDAY, OCTOBER 3, 1985

EDUCATION

Head Start really gives a head start

By Andy Kanengiser
USA TODAY

As the USA celebrates the 20th birthday of Head Start this year, an education expert is exploring why its young graduates fare better in the job market when they grow up.

Studies by Martin Deutsch of New York University show that twice as many Head Start graduates end up in full-time jobs as their peers who weren't enrolled in the federal program, designed for preschoolers of low-income families.

Deutsch, an early childhood education professor, tracked the lives of 1,200 children inside and outside the Head Start program from the mid-1960s through 1984.

Now he's looking at the two groups again to analyze the reasons for the wide differences in their achievements.

His new research, due next year, is expected to cite key factors that led to Head Start children's success:

- Greater linguistic ability.
- An enhanced self-image.
- A focus on the future.
- Parental help with their education at an early age.

"If the parents work with the children when they are young, they seem to advance with greater speed," Deutsch says.

The outlook isn't all rosy for the program, however. Deutsch says government funding isn't up to par.

A record $1 billion in federal money is going to Head Start for 452,000 children [illegible] but Deutsch [illegible] feature "spotty [illegible] by the fact [illegible] needs of the [illegible] than (the funds for) one aircraft carrier."

Deutsch, director of NYU's Institute for Developmental Studies, says four to five times as much money is needed to serve many more children.

Head Start, Deutsch says, is vital — it's battling grim numbers: 35 percent of inner-city youth end up in poverty; 45 percent drop out of school.

He says extra funding will pay off in the long run since Head Start kids have "significantly lower" crime rates and better jobs than their peers.

How it helped

[illegible] Start studies by [illegible] expert Martin Deutsch show:

- 65 percent of the Head Start kids get high school diplomas, compared with 36 percent outside the program.
- 45 percent of the [illegible] receive college degrees, compared with 14 [illegible]

Mr. KILDEE. Thank you.

Ms. CROWELL. I did bring a scrapbook that shows the hard work of our staff, so you can see it in pictures. I would like to pass it around.

Mr. KILDEE. Very good. Thank you very much. I remember the similar scrapbook from a few years ago.

Our next witness is Ms. Frankie King.

Ms. KING. Mr. Chairman, it is a pleasure to testify before this committee whose members have been a friend of Head Start for some time. I thank you for the opportunity.

My name is Frankie King, and I am doing this testimony for Nancy Spears, program director of the Alabama Council on Human Relations. Created in 1954, today the council is the largest nonprofit, social service agency in the southeastern part of Alabama.

We provide a variety of programs. Among these are home weatherization; community service block grant programs; supplemental feeding program for women, infants and children; early periodic screening, diagnostic and treatment program; child care feeding program; aid to Indochinese refugees; and Lee County transportation.

The oldest and largest program is the Lee County Head Start Program. For over 20 years, since the summer of 1965, we have provided continuous, quality preschool education for the eligible low-income children in this area. We enroll over 600 children in our 3 sites.

The first request for funds for our program was written by Nancy Spears and a parent in the basement of her house. Neither one of them knew how to type, so they took turns pecking away on the old Underwood typewriter. Neither one of them ever learned to type, but that parent, who was myself, went on to acquire a college degree and now serves as parent involvement coordinator.

Time brings its changes. We have an office now and a full staff. We have other programs such as CSBG and WIC to help us meet the many needs of our families.

When we first started, we were the only folks providing any help at all. Our parents needed food, clothing, housing, heat, water, legal help, and health care. Education for the children was a luxury when one didn't have the basics. Our support staff spent much of their time trying to meet these basic needs in any way possible. Two examples come to mind instantly. Back in 1968, one family had two children in Head Start. The children came to Head Start filthy and with a bad case of lice. They had received no shots or health care. When our social service workers went out, they found the children living in a shack with no running water and only a fireplace for heat. They were so appalled they pitched in and cleaned the shack while teaching the mother to do it herself. The father came home later in the day and, finding the house and the children clean, he was instantly suspicious of the motive. Picking up his shotgun, he rushed to the office and informed us we'd get no payment for these services. Once we explained the situation, he settled down and continued to send his children to Head Start.

Another very sad case is Andrew Willis. Five-year-old Andrew Willis fell one day at school and hit his head. The nurse checked him out and discovered he was complaining of stomach pains. As

most of our children, Andrew had never seen a doctor or had a complete checkup. The nurse continued to watch him closely since she had a bad feeling. She referred him to a doctor who found Andrew had cancer. Unfortunately, it was too late and Andrew soon died.

To help these families with their needs was difficult. To make the first home livable we had to beg lumber and labor. To pay for Andrew's medicine we had to mount a local fund drive. To get firewood for the first family, we had to cut it ourselves. To pay for Andrew's funeral, we had to beg the funeral home to do it for free. Andrew died November 26, 1968. To give him his last Christmas, we had to beg local organizations for food and toys.

The enactment of the Community Services Block Grant Program has helped us a great deal. We can instantly get support, and we can put more energy into educating our children.

Time, if we allow it to be so, is also the great teacher. The recent Head Start synthesis project report documented Head Start's success in many areas. Opportunities for Success: Cost-Effective Programs for Children, a staff report of the Select Committee on Children, Youth and Family, added further evidence of the importance of Head Start. While both of these reports found strengths in Head Start, based on my years of experience, I feel there is one area where Head Start could be strengthened. I feel every local program should study their needs and decide on an educational curriculum within the framework of an overall educational philosophy. There should be one goal which all training and components of Head Start revolve around. We use the high/scope curriculum which I speak of later. With the help of CSBG and other programs in meeting basic needs, the benefits of Head Start may be enhanced by developing this educational philosophy.

Further, these reports and 20 years of experience have convinced me that Head Start must serve more children and the high quality of Head Start must be maintained.

In 1984, nationwide Head Start serviced approximately 15 percent of eligible children with growing numbers of young children under 6 in poverty. Alabama ranks near the bottom of per capita income nationwide. Lowdnes County in Alabama ranks among the poorest counties in the Nation with over 55 percent of its population below 125 percent of poverty. Several counties surrounding us have been targeted for help by a private counseling organization because the teenage pregnancy rate is so high. Infant mortality rates in Alabama are among the highest in the Nation. The symptoms of poverty, the indicators of distress, time has not changed.

Head Start has been shown to help, yet children in Alabama are waiting to enroll in Head Start. Sixteen counties in Alabama do not even have Head Start Programs. The need is apparent.

State preschool programs will not fill the gap. It is not that State support for preschools is not important, rather it is the small number of States that have passed some type of program and the quality of the services provided by those States. Recently, six States—Maine, Washington, Massachusetts, Texas, South Carolina, and Illinois—passed State preschool programs.

The approach and quality of the programs vary among the States. For example, Maine appropriated $1.7 million to be used to

supplement Head Start. Washington developed a program much like Head Start. These States used the example of Head Start and built upon it.

On the other hand, Massachusetts developed a very flexible program appropriating $20 million to be used to not only expand preschool but to improve kindergarten and to improve child care services. This was a unique approach.

The implementation of the program in Texas is troubling. They have a 1 to 22 child-staff ratio for 4-year-olds. Head Start's is 1 to 10. Can this be quality preschool?

As I have said before, it's important for States to take a responsible role in preschool, but can we depend on the States to do so? Alabama's Department of Pension and Security is in turmoil. They do not have enough money to meet their contract commitments, and have cut the number of day care slots almost in half over the last year. In the last 5 years, the number of slots has decreased from 12,500 to 5,000.

Will States maintain the high quality of the tested Head Start Program, or will they follow Texas' lead? These questions must be addressed. The Federal commitment, as well as the comprehensive model of Head Start, must be maintained and grow if children are to be helped regardless of where they live.

My second point is that I am not only interested in expanding quality care, but I want the quality to remain. The synthesis study suggests that changes in the Head Start Program made after 1970, such as converting Head Start to a full-year program, initiating a training and technical assistance effort, implementing performance standards and launching the CDA credential may have had effects on cognitive performance.

We must carefully monitor these elements as they have been threatened or undergone significant alteration over the last 5 years. Congress recognized the importance of training and technical assistance as well as CDA when it reauthorized Head Start in 1984 in language, we believe, guaranteeing funding levels for each of these functions would not go below fiscal year 1982 levels.

The importance of training cannot be stressed enough. The National Day Care Study indicates that training is a key variable that affects quality child development. There are very few training resources other than Head Start. Last year Congress authorized a one-time-only increase in the title XX social services block grant of $25 million targeted to child care training. It has not been extended.

Previous to 2 years ago, Head Start training funds were allocated indirectly. State training offices received the funds and provided training. Today, funds go directly to the Head Start Program and each program arranges for training. State training offices were dismantled and regional resources established.

The system works well for some programs and not so well for others. Our agency, for example, is exceedingly lucky. Our offices are almost too close to the university campus. Tuskegee University is 20 miles away, and Atlanta, with its colleges and airport, is only 100 miles up the interstate. It hasn't been easy, but we have established a good support system with Auburn University and Tuskegee, allowing us to secure training at a lower cost than other agen-

cies. In addition, several staff members' spouses are professors at Auburn. They and their colleagues sometimes will give us free assistance.

These cost advantages allowed us to purchase the High/Scope curriculum developed by the High/Scope Foundation in Ypsilanti, MI. This learning-by-doing curriculum, I feel, is one of the best available. The proximity of a major airport again lowered our costs.

Because of our unique location, we get a lot of mileage out of our training. Other programs are not so lucky.

Central resources must be maintained in isolated States such as Idaho. Since the dismantling of that State office, materials are being sent to a library in Seattle. This causes great problems.

We must also ensure that, as time passes, overstrapped programs faced with rising costs of transportation and insurance don't let training money fritter away or be used to buy what is cheap but not necessarily good training.

CDA is linked to training. The Child Development Associate credential is a carrot that encourages providers to seek training and improve their skills. It was also included as a key component of Head Start in the 1984 reauthorizing legislation.

The National Head Start Association believes that Congress intended that CDA funding be maintained at fiscal year 1982 levels. The administration feels that they must only spend the $25 million for a range of activities including CDA but have greater flexibility with CDA. We disagree. We believe we must not shortchange CDA. We have already seen the costs skyrocket, from $35 to $325 as the Federal Government withdrew its support. One must be realistic—child care providers and Head Start care givers earn very low wages. Federal money is needed so that CDA remains affordable. Since it certainly doesn't equip providers with credentials to earn big salaries, the major incentive is that they will be better care givers. The Federal Government should retain its involvement in this important goal. The provision in H.R. 2867, the Child Care Opportunities Act, for the establishment of a CDA scholarship fund is important also.

We are pleased that the National Association for the Education of Young Children has agreed to operate CDA. We are also pleased that the department and NAEYC have agreed to go slowly in terms of changing the CDA system. It is important to remember the limited child care resources and vastly differing State child care training options when considering any plan to decentralize CDA.

Clearly, signals given by HHS in the announcement which appeared in the Federal Register last January suggested reductions in funding for CDA offering $2 million over 30 months in contrast to the $1.7 million spent in fiscal year 1982. There was also a clear signal that applicants were expected to be totally independent of Federal funds after 30 months. This is simply not possible. Given the importance of CDA to the field and quality child care, it is bizarre that we even have to debate the value of a minuscule $2 million permanent investment.

I know how important a CDA can be. Let me tell you about Pearl Yancey, one of our teachers. Ms. Yancey is the mother of five children and a past Head Start parent. When she started her CDA, she

was a teacher's aide. Then she moved up to be a teacher, and to a lead teacher with a CDA. Now she has moved all the way up to head wing teacher. I am proud of what she has done and, more importantly, she is proud of what she has done. Acquiring her CDA gave her confidence and instilled in her a real desire to learn. Ms. Yancey's story doesn't stop here. She is continuing her college courses and will soon finish a degree in early childhood education. Ms. Yancey is special but she's not unique. I know there are more stories such as hers in most Head Start agencies. The CDA is so important to Head Start we must assure continued Federal support.

Other changes that may affect the quality of Head Start need to be monitored, competitive bidding, for example. There are at least two things that can happen. First, Head Start Programs believe in what they are doing and want to serve more children. For this reason one agency in Alabama bid to pick up some more children. This director was new and underestimated the cost. Once given the go-ahead, he discovered that his support staff was stretched so thin they could not do the good job they had done in the past. Children and families were not receiving the same level of services. When he sought help at the regional office, he was told that the bid price was firm. Head Start children and families were the big losers here.

Another thing that happens is that HHS adopts a bargaining approach. Programs are told they cannot have a contract unless they bring down costs. Program *x* can do it for this price, so should you. Program *x* and your program may be as different as night and day, perhaps program *x* gets State funds. These things must be considered.

There is a bottom line dollar level that must be invested to make Head Start work. Cost effectiveness is an important consideration to us. We don't, as the saying goes, need a Cadillac when a Ford will do the job. At the same time, we must have a car that runs.

There are other issues that are important. Salaries are one. I get two types of staff in Auburn: a number of Auburn University graduates who work for a year, or less sometimes, until they get a higher paying job; and parents who come through our training program. Both types make us feel helpless. The ones with the degrees, you get them in place, and then they are gone.

We have a training program which we are so proud of. Parents compete for the limited training slots in the program. Those that are accepted are given a small stipend at the end of 11 weeks of intensive classroom and remedial education classes. We hire the best and the brightest of the groups as jobs become available. Yet after we hire these parents, our salaries are so low they are often still eligible for food stamps and LIHEAP payments. Is this justice?

Other issues are insurance and transportation costs. Insurance rates are skyrocketing and many of our buses are almost old enough to be considered antiques. All of these issues are important when we deal with serving more children and keeping the quality of Head Start at its present high level.

Time has tested the Head Start Program and it has fared well. But time is also change and a chance.

Head Start has changed the lives of many who have passed through our program. Steve now has a master's in languages. Elgrado is now an engineer. Kathy is a grade school teacher. Charles is a lawyer. A quality Head Start Program provided the opportunity for these children. Think about the eligible children who were not served by Head Start and never got the chance.

Head Start is looking ahead to including parents even more in the education of their child and encouraging parent participation in the public school system. This gives us a chance to improve.

To end, I feel two issues are of primary concern to Head Start: increasing the number of eligible children served, and maintaining the quality of Head Start services. These two things should never be set off against each other.

Thank you.

[The prepared statement of Nancy Spears follows:]

PREPARED STATEMENT OF NANCY S. SPEARS, PROGRAMS DIRECTOR OF THE ALABAMA COUNCIL ON HUMAN RELATIONS, INC.

Mr. Chairman, it is a pleasure to testify before this committee whose members have been a friend of Head Start for some time. I thank you for the opportunity.

My name is Nancy S. Spears and I am the Program Director of the Alabama Council on Human Relations, Inc. Created in 1954, today the Council is the largest non profit, social service agency in the southeastern part of Alabama. We provide a variety of programs. Among these are:

1. Home Wetherization;
2. Community Services Block Grant Programs;
3. Supplmental Feeding Program for Women, Infants and Children;
4. Early Periodic Screening, Diagnostic and Treatment Program;
5. Child Care Feeding Program;
6. Aid to Indochinese Refugees; and
7. Lee County Transportation.

The oldest and largest program is the Lee County Head Start Program. For over twenty years, since the summer of 1965, we have provided continuous, quality preschool education for the eligible low-income children in this area. We enroll 600 children in our three sites.

I've been director of the Lee County Head Start program for twenty years. The first request for funds was written by myself and a parent in the basement of my house. Neither one of us knew how to type, so we took turns pecking away on the old Underwood typewriter. Neither one of us even learned to type, but that parent went on the acquire a college degree and now serves as our Parent Involvement Coordinator.

Time brings its changes. We have an office now and a full staff. We have other programs, such as CSBS and WIC to help us meet the many needs of our families.

When we first started we were the only folks providing any help at all. Our parents needed food, clothing, housing, heat, water, legal help, and health care. Education for the children was a luxury when one didn't have the basics. Our support staff spent much of their time trying to meet these basic needs any way possible. Two examples come to mind instantly. Back in 1968, one family had two children in Head Start. The children came to Head Start filthy and, with a bad case of lice. They had received no shots or health care. When our social workers went out they found the children living in a shack with no running water and only a fireplace for heat. They were so appalled they pitched in and cleaned the shack while teaching the mother to do it herself. The father came home later in the day, and finding the house and the children clean he was instantly suspicious of the motive. Picking up his shot gun he rushed to the office and informed us we'd get no payment from him. Once we explained the situation he settled down and continued to send his kids to Head Start.

Another very sad example is Andrew Willis. Five year old Andrew fell one day at school and hit his head. The nurse checked him out and discovered he was complaining of stomach pains. As most of our children, Andrew had never seen a doctor or had a complete check up. The nurse continued to watch him closely since she had a bad feeling. She referred him to a doctor who found Andrew had cancer: Unfortunately, it was too late and Andrew died soon after.

To help these families with their needs was difficult. To make the first home livable we had to beg lumber and labor. To pay for Andrew's medical care we had to mount a local fund drive. To get firewood for the first family we had to cut it ourselves. To pay for Andrew's funeral we had to beg the funeral home to do it for free. Andrew died November 26, 1968. To give him his last Christmas we had to beg local organizations for food and toys.

The enactment of the Community Services Block Grant Program (CSBG) has helped us a great deal. We can instantly get support and we can put more energy into educating our children.

Time, if we allow it to be so, is also the great teacher. The recent Head Start Synthesis Project report documented Head Start's success in many areas. Opportunities for Success: Cost-Effective Programs for children, a staff report of the Select Committee on Children, Youth and Family added further evidence of the importance of Head Start. While both of these reports found strengths in Head Start, based on my years of experience I feel there is one area where Head Start could be strengthened. I feel every local program should study their needs and decide on an educational curriculum within the framework of an overall educational philosophy. There should be one goal with all training and components of Head Start revolve around. We use the High/Scope Curriculum which I speak of later. With the help of CSBG and other programs in meeting basic needs, the benefits of Head Start may be enhanced by developing this educational philosophy.

Further these reports and twenty years of experience has convinced me that Head Start must serve more children and the high quality of Head Start must be maintained.

In 1984, nationwide Head Start served approximately 15 percent of eligible children with growing numbers of young children under six in poverty. Alabama ranks near the bottom of per capita income nationwide. Lowdnes County in Alabama ranks among the poorest counties in the nation with over 55 percent of its population below 125 percent of poverty. Several counties surrounding us have been targeted for help by a private counseling organization because the teenage pregnancy rate is so high. Infant mortality rates in Alabama are among the highest in the nation. The symptoms of poverty, the indicators of distress, time has not changed.

Head Start has been shown to help, yet children in Alabama are waiting to enroll in Head Start. Sixteen counties in Alabama do not even have Head Start programs. The need is apparent.

State preschool programs will not fill the gap. It is not that state support for preschools is not important, rather it is the small numbers of states that have passed some type of program and the quality of the services provided by those states. Recently, six states (Maine, Washington, Massachusetts, Texas, South Carolina, and Illinois) passed state preschool programs.

The approach and quality of the program varies among the states. For example, Maine appropriated $1.7 million to be used to supplement Head Start. Washington developed a program much like Head Start. These states used the example of Head Start and built upon it.

On the other hand, Massachusetts developed a very flexible program appropriating $20 million to be used to not only expand preschool, but to improve kindergarten and to improve child care services. This was a unique approach.

The implementation of the program in Texas is troubling. They have a 1:22 child staff ratio for 4-year-olds. Head Start's is 1:10. Can this be quality preschool?

As I've said before it's important for states to take a responsible role in preschool but can we depend on the states to do so? Alabama's Department of Pension and Security is in turmoil. They do not have enough money to meet their contract commitments, and have cut the number of day care slots almost in half over the last year. In the last five years the number of slots has decreased from 12,500 to 5,000. Alabama has 5,000 slots and a population of four million.

Will states maintain the high quality of the tested Head Start program; or will they follow Texas's lead? These questions must be addressed. The federal commitment as well as the comprehensive model of Head Start must be maintained and grow if children are to be helped regardless of where they live.

My second point is that I am not only interested in expanding quality care, but I want that quality to remain. The Synthesis Study suggest that changes in the Head Start program made after 1970 such as converting Head Start to a full year program, initating a training and technical assistance effort, implementing Performance Standards and launching the CDA Credential may have had effects on cognitive performance.

We must carefully monitor these elements as they have been threatened or undergone significant alteration over the last five years. Congress recognized the im-

portance of Training and Technical Assistance as well as CDA when it reauthorized Head Start in 1984 in language, we believe, guaranteed funding levels for each of these functions would not go below fiscal 1982 levels.

The importance of training cannot be stressed enough. the National Day Care Study indicates that training is a key variable that affects quality in child development. There are very few training resources other than Head Start. Last year Congress authorized a one time only increase in the Title XX Social Services Block Grant of $25 million targeted to child care training. It has not been extended.

Previous to two years ago Head Start training funds were allocated indirectly. State training offices received the funds and provided training. Today funds go directly to the Head Start program and each program arranges for training. State training offices were dismantled and regional resources established.

The system works well for some programs and not so well for others. Our agency, for example, is exceedingly lucky. Our offices are almost too close to Auburn University. Tuskegee University is twenty miles away, and Atlanta, with its colleges and airport, is only 100 miles up the interstate. It hasn't been easy but we have established a good support system with AU and Tuskegee, allowing us to secure training at a lower cost than other agencies. In addition several staff member's spouses are professors at Auburn. They and their colleagues sometimes will give us free assistance.

These cost advantages allowed us to purchase the High/Scope curriculum developed by the High/Scope Foundation in Ypsilanti, Michigan. This learning by doing curriculum, I fell, is one of the best available. The proximity of a major airport again lowered our costs.

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Central resources must be maintained in isolated states, such as Idaho. Since the dismantling of that state office materials are being sent to a library in Seattle. This causes great problems.

We must also assure that as time passes, overstrapped programs faced with rising costs of transportation and insurance don't let training money fritter away or be used to buy what is cheap but not necessarily good training.

CDA is linked to training. The Child Development Associate Credential is a carrot that encourages providers to seek training and improve their skills. It was also included as a key component of Head Start in the 1984 reauthorizing legislation.

The National Head Start Association believes that Congress intended that CDA funding be maintained at FY 1982 levels. The administration feels that they must only spend the $25 million for a range of activities including CDA but have greater flexibility with CDA. We disagree. We believe we must not short change CDA. We've already seen the costs skyrocket—from $35 to $325 as the Federal government withdrew its support. One must be realistic, child care providers and Head Start caregivers earn very low wages. Federal money is needed so that CDA remains affordable. Since it certainly doesn't equip providers with credentials to earn big salaries, the major incentive is that they will be better caregivers. The Federal government should retain its involvement in this important goal. The provision in S2817, the Child Care Opportunities Act, for the establishment of a CDA Scholarship fund is important also.

We are pleased that the National Association for the Education of Young Children has agreed to operate CDA. We are also pleased that the Department and NAEYC have agreed to go slowly in terms of changing the CDA system. It is important to remember the limited child care resources and vastly differing state child care training options when considering any plan to decentralize CDA.

Clearly, signals given by HHS in the announcement which appeared in the Federal Register last January suggested reductions in funding for CDA offering $2 million over 30 months in contrast to the $1.7 million spent in FY 1982. There was also a clear signal that applicants were expected to be totally independent of Federal funds after 30 months. This is simply not possible. Given the importance of CDA to the field and quality child care, it is bizzare that we even have to debate the value of a miniscule $2 million permanent investment.

I know how important a CDA can be. Let me tell you about Pearl Yancey, one of our teachers. Ms. Yancey is the mother of five children and a past Head Start parent. When she started her CDA she was a teacher's aide, then she moved up to be a teacher, and to a lead teacher with a CDA. Now she has moved all the way up to Head Wing teacher. I'm proud of what she has done and more importantly she's proud of what she has done. Acquiring her CDA gave her confidence and instilled in her a real desire to learn. Ms. Yancey's story doesn't stop here. She is continuing her college courses and will soon finish a degree in early childhood education. Ms.

Yancey is special, but she's not unique. I know there are more stories such as her's in most Head Start agencies. The CDA is so important to Head Start we must assure continued Federal support.

Other changes that may effect the quality of Head Start need to be monitored. Competitive bidding for example. There are at least two things that can happen. First, Head Start programs believe in what they are doing and want to serve more children. For this reason one agency in Alabama bid to pick up some more children. This director was new and underestimated the cost. Once given the go ahead, he discovered that his support staff was stretched so thin, they could not do the good job they had done in the past. Children and families were not receiving the same level of services. When he sought help at the regional office, he was told that the bid price was firm. Head Start children and families were the big losers here.

Another thing that happens is that HHS adopts a bargaining approach. Programs are told they cannot have a contract unless they bring down costs. Program X can do it for this price, so should you. Program X and your program may be as different as night and day—perhaps Program X gets state funds. These things must be considered.

There is a bottom line dollar level that must be invested to make Head Start work. Cost effectiveness is an important consideration to us. We don't, as the saying goes, need a Cadillac when a Ford will do. At the same time we must have a car that runs.

There are other issues that are important. Salaries are one. I get two types of staff in Auburn—a number of AU graduates who work for a year (or less sometimes) until they get a higher paying job and parents who come through our training program. Both types make me feel helpless. The ones with the degrees, you get them in place, and they are gone.

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Other issues are insurance and transportation costs. Insurance rates are skyrocketing and many of our buses are almost old enough to be considered antiques. All these issues are important when we deal with serving more children and keeping the quality of Head Start at its present high level.

Time has tested the Head Start program and it has fared well. But time is also change and a chance.

Head Start has changed the lives of many who have passed through our program. Steve now has a masters in languages, Elgrado is now an engineer, Kathy is a grade school teacher, Charles is a lawyer. A quality Head Start program provided the opportunity for these children. Think about the other eligible children who were not served by Head Start and never got the chance.

Head Start is looking ahead to including parents even more in the education of their child and encouraging parent participation in the public school system. This gives us a chance to improve.

To end, I feel two issues are of primary concern to Head Start—increasing the number of eligible children served and maintaining the quality of Head Start services. These two things should never be set off against each other.

Mr. KILDEE. Thank you very much, Ms. King, for your fine testimony.

Our next witness is Ms. Judith Fausey, Head Start director, Danville area School District, Danville, PA.

Ms. FAUSEY. Thank you, Mr. Chairman. Thank you for inviting me to testify. I am always pleased to tell people about our Head Start Program, and I often do it at home in our own community; but I have never had an opportunity like this before.

My name is Judy Fausey. I work for the Danville area Head Start Program. Our grantee is the Danville School District in Montour County in rural central Pennsylvania. Danville has been a grantee for Head Start since its inception in 1965. The original grant was for a 6-week summer program.

In 1977 the program converted to a full-year program funded for 18 children in a center-based option. During the past 8 years, the program has expanded to serve 64 families in two options: a home based, and a variation in center attendance.

Although the operation of a Head Start Program by a school district is not the usual delivery system, in our community it has proven to be a viable option while allowing the Head Start Program to maintain its identity within the system.

Head Start's relationship with the school district has been enhanced over the past 8 years by educating the school community about the philosophy and purpose of Head Start.

Prior to coming to this hearing, I met with Dr. William Opdenhoff, superintendent of schools, concerning his feelings about Head Start as a part of the public school community. Dr. Opdenhoff stated that the school district faculty "is more knowledgeable and sophisticated about their knowledge of early childhood education because of the cooperation with Head Start." He also feels that systems for providing services to families are in place earlier and make the transition to public school easier.

Dr. Opdenhoff further stated that the "philosophy of Head Start to involve parents in their child's education is advantageous to the school system."

To facilitate coordination with the public school community, Danville Head Start has a member of the board of education as one of the six community members on the policy council. This board member, who has gained firsthand knowledge of how the program functions, becomes a strong advocate for the program in the school district and in the community.

As a member of the policy council, the board member may join the personnel committee which interviews applicants for staff positions and makes recommendations to the total policy council. If the applicant is approved, the name of the applicant is presented to the board of education for their approval for hiring. This process keeps intact the policy council's role in the hiring procedure. During this process the board of education is kept informed of progress through the liaison member.

At this time members of the Head Start staff are not a part of the school district's bargaining unit and have a salary-benefit scale that applies only to the Head Start Program. Originally the salaries were equated to district staff salaries but with minimal increases in funding, Head Start has not kept pace.

The grantee has also been responsive to parent involvement in budget preparation. The budget committee of the policy council is responsible for developing a budget to be approved by the total policy council and then presented to the board of education for final approval.

Another aspect of parent involvement in Head Start, volunteering in the classroom, is utilized by the school district. Since the administration of the Danville Area School District recognizes the value of having parents involved in a child's education, schools are utilizing training which Head Start has given families.

The following letter from a former Head Start parent illustrates this:

I will have to resign from my seat as a Policy Council Member, due to my activities and volunteering at the F.W. Diehl School. I have enjoyed and have learned very much as a Policy Council Member. I also enjoyed volunteering at the Center, which has inspired me to gain my G.E.D. and further my education in child development. I would recommend Head Start to everyone. It has not only helped my children but the whole family as well. I thank you highly for all the help Head Start has given us, and to the staff members who were kind, considerate, and always there with a listening ear for their encouragement. It has been a great help in our lives.

Continuing the process of educating the school faculty are annual meetings with kindergarten teachers. These meetings are a sharing time for both Head Start and the kindergartern staff. The results have been that both groups now realize the differences and appreciate the value of the other.

Additional coordination of efforts that lead to a quality Head Start Program under the granteeship of the school district include services for special needs children. By working with the public school psychologist in the Head Start Program, families are linked to the agency that will continue to provide services when the children leave Head Start and transfer to public school. Support systems, due process, evaluations, and individual educational plans are already in place so there is continuity for the child and family.

On health services, coordination in this field is just beginning to develop. A school nurse has recently joined the health advisory board and is becoming aware of the extensive health related work mandated by Head Start.

Lunches are funded through the National School Lunch Program. Meals are prepared in a nearby school cafeteria and transported to the center by Head Start staff.

Regarding transportation for Head Start children, Head Start contracts with a school district provider for services. By coordinating bus times, satisfactory services are provided to both agencies.

The building is housed in a self-contained building with three large classrooms, two offices, a meeting room, a cafeteria, and a gross motor area. The school district provides the building and labor for maintenance on the building as inkind.

Liability insurance coverage is provided by the district for all district employees, including Head Start staff.

Training and staff development appropriate to early childhood education and family development are coordinated with the school district when possible.

Social services provided through Head Start referrals mean that many families are already in contact with community resources that may continue to provide for the needs of famiiy members beyond their experiences in Head Start.

In conclusion, I would like to say that I feel very positive about the coordination of efforts to provide a quality experience for Head Start families within a school district environment. This successful relationship has gradually evolved with 20 years of cooperation. It is dependent upon intentional efforts on the part of committed individuals within both the school district and the Head Start community.

[The prepared statement of Judith Fausey follows:]

PREPARED STATEMENT OF JUDITH A. FAUSEY, DANVILLE AREA SCHOOL DISTRICT, DANVILLE, PA

I am representing the Danville Area School District Head Start Program in Montour County in rural Central Pennsylvania. The Danville School District has been the grantee for Head Start since one of the original Head Start grants was awarded to the school district to operate a six-week summer program in 1965. In 1977, the program was converted to a full year program operating on a calendar to coincide with the school district calendar.

In 1977, the program was funded for 18 children in a center-based option. During the past eight years, the program has expanded to serve 64 families in two options—home-based and a variation in center attendance.

Although the operation of a Head Start Program by a school district is not the usual delivery system, in our community it has proven to be a viable option while allowing the Head Start Program to maintain its identity within the system.

Head Start's relationship with the school district has been enhanced over the past eight years by educating the school community about the philosophy and purpose of Head Start. This is done informally on an as-needed basis and more formally through presentations to educational groups such as the Board of Education and kindergarten teachers.

Prior to coming to this hearing, I met with Dr. William Opdenhoff, Superintendent of Schools, concerning his feelings about Head Start as a part of the public school community. Dr. Opdenhoff stated that "The school (district faculty) is more knowledgeable and sophisticated about their knowledge of early childhood education because of the cooperation with Head Start". He also feels that systems for providing services to families are in place earlier and make the transition to public school easier.

Dr. Opdenhoff further stated that the "Philosophy of Head Start to involve parents in their child's education is advantageous to the school system". He feels that the coordinated effort initiated by Head Start and carried on by the school district gives a high priority to child development and enriches the lives of the families on a continuing basis.

To facilitate coordination with the public school community, Danville Head Start has a member of the Board of Education as one of the six community members on the Policy Council. This board member, who has gained firsthand knowledge of how the program functions, becomes a strong advocate for the program in the school district and the community.

As a member of the Policy Council, the Board member may become a member of Policy Council's Personnel Committee. The Personnel Committee interviews applicants for staff positions and recommends an applicant to the total Policy Council. If the applicant is approved by Policy Council, the Policy Council then presents the name of the applicant to the Board of Education for their approval for hiring.

This process keeps intact Policy Council's role in the hiring procedure. During this process the Board of Education is kept informed of progress through the liaison member.

At this time members of the Head Start staff are not a part of the school district's bargaining unit and have a salary/benefit scale that applies only to the Head Start Program. Originally the salaries were equated to district staff salaries, but with minimal increases in funding, Head Start has not kept pace. At this time the salary/benefit status is acceptable to both Head Start and the grantee.

The grantee has also been responsive to parent involvement in budget preparation. The Budget Committee of the Policy Council is responsible for developing a budget to be approved by the total Policy Council and then presented to the Board of Education for final approval.

Another aspect of parent involvement in Head Start—volunteering in the classroom—is also utilized by the school district. Since the administration of the Danville Area School District recognizes the value of having parents involved in a child's education, schools are utilizing training which Head Start has given families. The following letter from a former Head Start parent illustrates this.

"I will have to resign from my seat as a Policy Council Member, due to my activities and volunteering at the F.W. Diehl School. I have enjoyed and have learned very much as a Policy Council Member. I also enjoyed volunteering at the Center, which has inspired me to gain my G.E.D. and further my education in child development. I would recommend Head Start to everyone. It has not only helped my children but the whole family as well. I thank you highly for all the help Head Start has given us, and to the staff members who were kind, considerate, and always

there with a listening ear for their encouragement. It has been a great help in our lives."

Continuing the process of educating the school faculty are annual meetings with kindergarten teachers. These meetings are a sharing time for both Head Start and kindergarten staff. The results have been that both groups now realize the differences and appreciate the value of the other. Kindergarten teachers are expressing their pleasure at having Head Start children in their classes and are utilizing skills developed in their Head Start experience.

Additional coordination of efforts that lead to a quality Head Start Program under the granteeship of a school district include:

(1) *Services for special needs children.* By working with the public school psychologist in the Head Start Program, families are linked in the agency that will continue to provide services when the children leave Head Start and transfer to public school. Support systems, due process, evaluations, and Individual Educational Plans are already in place so there is continuity for the child and family.

(2) *Health Services.* Cooperation in this field is just beginning to develop. Individual school personnel have occasionally drawn upon the extensive health-related work mandated by Head Start, but no routine transfer of records has been implemented. A school nurse has recently joined the Health Advisory Board and is becoming aware of the possibilities of utilizing our accumulated information.

(3) *Lunches funded through the National School Lunch Program.* Meals are prepared in a nearby school cafeteria and are transported to the center by Head Start staff. Head Start pays for all education staff and volunteer lunches and supplements meals with appropriate snacks.

(4) *Transportation of Head Start children.* Head Start contracts with a school district provider for services. By coordinating bus time, satisfactory services are provided to both agencies. In the morning drivers can complete their public school runs and then pick-up Head Start children. In the afternoon the process reverses.

(5) *Building facility and maintenance.* The program is housed in a self-contained building with three large classrooms, two offices, a meeting room, a cafeteria and gross motor area. Although the program must pay for materials for maintenance of the building, the school district provides the building and labor for building maintenance as inkind.

(6) *Liability insurance.* Coverage is provided by the district for all district employees including Head Start staff. The program maintains insurance on the building through the district blanket policy at a lower rate.

(7) *Training and staff development.* Training events appropriate to early childhood education and family development are coordinated with the school district when possible. Cluster trainings with other rural Head Start programs are highly successful in meeting the needs of the Head Start staff.

(8) *Social Services.* Through Head Start referrals many families are already in contact with community resources that may continue to provide for the needs of family members beyond their experiences.

In conclusion I'd like to say that I feel very positive about the coordination of efforts to provide a quality experience for Head Start families with a school district environment. This successful relationship has gradually evolved with 20 years of cooperation. It is dependent upon intentional efforts on the part of committed individuals within both the school district and Head Start community.

Mr. KILDEE. Thank you very much, Ms. Fausey, for your testimony.

We have with us today the newest member of this subcommittee but certainly not a new member of the Education and Labor Committee. We really welcome you here, Major. I am just delighted with your rich background. Major Owens is from New York City. He has a very rich background in poverty and community programs in New York City. We just are delighted to have you bring that great experience to this subcommittee.

We will start questioning with you, Major, if you have any questions for the witnesses.

Mr. OWENS. Thank you very much, Mr. Chairman.

I must say that the first attraction of this committee is the fact that it does have oversight responsibility for the Head Start Program. I served for 6 years as the Commissioner for Community De-

velopment, which in New York City was responsible for the Community Action Program, including Head Start at that time. Before that, I served as a local community action director in a program that was also responsible for the local Head Start Program.

Of course, our numbers were staggering in terms of the number of youngsters that we served and the budget for the Head Start Program when compared to other areas always overwhelms people. I think we had about $12 million the last year I was in charge of the agency.

The problems were the same and they are the same, and very much so now, more so than ever before. The problems of salaries and the fact that day care, comparable personnel in day care, comparable personnel working for the New York City school system receive much higher salaries has decimated the Head Start Program. I just wonder, are you bound by—what is the reasoning? We used to have to do comparability studies and show how our salaries were comparable. This is way back when the program first got started. Salaries were set in accordance with some comparability with other similar personnel in other agencies. Now they have thrown that out completely. They don't want to deal with comparability because the other agencies have such higher salaries? Or is there any attention addressed to this issue? Or are you just left out there with a cost per child amount, and no matter what the reality is in terms of salaries and other increased costs, you can't budge; you must stay with the same number of children, the same cost per child? There is no special attention being given to the fact that salaries and other costs increased?

Ms. CROWELL. Comparability studies are conducted from time to time.

Mr. OWENS. They are still required?

Ms. CROWELL. But they seem to have little bearing because of the other fiscal restraints on the budget and things that simply must be done. So, I guess my answer is that the money just doesn't seem to be there.

Mr. OWENS. This administration is not influenced by the facts at all. They don't want to do the obvious when the facts show that you have such a disparity between the salaries being paid early childhood educators in Head Start versus the others, no response?

Ms. CROWELL. Congressman, it is my understanding that the administration has begun to conduct a study of it. In my testimony that I handed out, I included two surveys that I think would, if questions from such were used, would shed a whole lot of light on what the real situation is.

Mr. OWENS. I guess my question is, is there any promised relief in sight? You have said there is a study being done, but——

Ms. CROWELL. I don't know of any relief. I don't know of any promised relief.

Mr. OWENS. What is the cost per child in your program, Ms. King? Thank you for your excellent testimony, which really gave invaluable insights into what the problems are.

Ms. KING. I believe it is $2,300 per child—I am not sure, because I am not the director, even though I am familiar with the program and the budget in a sense, because I work with the policy council. I just couldn't answer that question.

Mr. OWENS. Yes?

Ms. CROWELL. The State of Kentucky has an average of $1,700 per child.

Mr. OWENS. That is very, very low. How does that compare to the State of Kentucky's cost for educating children in their elementary schools?

Ms. CROWELL. Very low.

Mr. OWENS. Mrs. Fausey, in the case of the school system serving as sponsor, do they pay? I think you said it, but I might have missed it. How do they arrive at a pay scale for the teachers? It's not the same, I think I heard you say.

Ms. FAUSEY. It is not the same. Originally it was equated with school district salaries. Eight years ago, when it was converted to a year-round program, I think at that time it was three-fourths of the school district's wages, and the hours were shorter. So, there was some comparability, not in benefits but in salary. But over the years, as school districts have drastically increased their salaries, Head Start has not kept pace. Beginning salaries now for Head Start staff are probably close to half of what it is for public school, because there just is no money.

Mr. OWENS. Is there a teachers' association or a teachers' union?

Ms. FAUSEY. Yes, and our teachers are not part of that bargaining unit at this time.

Mr. OWENS. One of the major goals of Head Start was to develop a model and then, because of what they were able to do in early childhood education, be able to influence established school systems. Does your school system in its early childhood education programs that are not Head Start Programs follow the model of Head Start in any way? Do they have the kind of parent involvement and opportunities for parent development, et cetera? Or is it still just basically a separate approach?

Ms. FAUSEY. It's basically a separate approach. Very recently the administration of our school district, as a result of seeing the parent involvement in Head Start, and having our parents go into public schools and saying, we want to come into school, we want to see what our children are doing, we want to be part of it, just this year have begun to develop a volunteer program for parents to come in and participate with their children. It is very successful.

I feel that Head Start has really impacted on this development in the public school.

Mr. OWENS. Thank you very much.

I could go on, Mr. Chairman, but I will relinquish.

Mr. KILDEE. Thank you. I am even happier that you are on the committee. I see you bring that wealth of background with you, Major.

Looking through this notebook, you should take it over to OMB and see if what they say about what they have in their veins is true or not. This is great right here, really wonderful.

Mr. Hawkins.

The CHAIRMAN. I, too, wish to commend the witnesses for the very fine testimony.

One remark, I guess, Mrs. Fausey, you made it, was about the operation of the Head Start programs and how they are structured. You said that a school district is not the usual delivery system. Can

you give us some idea of how many are operating within the school system and how many are operated outside of the school system and, if so, by what groups outside?

Ms. FAUSEY. I can answer for Pennsylvania. I really can't answer that nationwide. In Pennsylvania I think there are only three grantees that are a school district outside of—I think there are 52 grantees, and three of them are school districts. Some delegate agencies are school districts within Pennsylvania. More times, it is a cap agency or a single purpose agency.

The CHAIRMAN. Are most of them operated outside of the school system?

Ms. FAUSEY. Yes.

The CHAIRMAN. That is true, I suppose, throughout the country.

And what are the advantages of operation outside as compared with being operated by the school systems? Are there any advantages of one over the other?

Ms. FAUSEY. I think one of the things that is sometimes a problem in the school system is the parent involvement aspect, and allowing the policy council to have the decision making authority that is mandated by Head Start. Sometimes a board of education has a harder time dealing with that.

The CHAIRMAN. Is the parent involvement required, or is it encouraged? Are there regulations that govern the involvement of parents in the Head Start Program?

Ms. FAUSEY. Parent involvement in the Head Start Program is mandated by Head Start.

The CHAIRMAN. By law?

Ms. FAUSEY. Yes.

The CHAIRMAN. And in what way? Does it require parent councils or in what way is it mandated?

Ms. FAUSEY. There are four parts to the parent involvement. One of them is the operation of a policy council, which is made up of at least 50 percent parents of children who are currently enrolled in the program, parents being involved as volunteers or paid staff in the program, parents working with their children on activities developed with the teaching staff for their children, and being involved in parent-organized activities such as social events and training events for parents.

The CHAIRMAN. What are some of the things that parents do when they become involved? Do they become involved in the actual instruction, or are they merely there to assist the teachers or the teacher aides? Can you give us a little description of what parents actually do?

Ms. FAUSEY. If we are talking about parents volunteering in the classroom and being a part of what's going on in the classroom, they actually take charge of an activity. When the planning is done for the day, the parents participate in the planning. They talk about what they might like to do or what the children might like to do for the day. They would then be responsible for taking charge of a group of children and participating with them in that event. They would also work with the teacher and the aide in supervising large groups of children and perhaps in planning for the next day.

In our program they are also involved in writing their own child's individual educational plan. The parent and the teacher sit

down together and look at what the parent has for their goals for the child and what the teacher sees as a result of testing what the needs are, and then develop a plan that meets the needs of the parent and the child.

The CHAIRMAN. Let me ask you, Ms. King, is that the experience that you have had in Alabama with the involvement of parents? Are there the same parents, or do they rotate in and out? What do you discover in terms of parents becoming involved?

Ms. KING. We have a group of parents who are in and out. We also have a group who is consistent, who are there all the time. Involved in our parents, we have a policy committee. We have a council because we are single purpose. Our parents are on our self-evaluation team. It is called a savvy. They are on MBO team, management by objective. They are on each team, work with each component. Education has a committee of parents that work with them consistently. Parent involvement does. Health and nutrition does. And social services does.

We also have a volunteer training program that lasts for 11 weeks that our parents are involved in. It is an ongoing program.

The CHAIRMAN. Involved in it as trainees——

Ms. KING. Trainees to work, they work in the classroom. They assist on the bus. They work in the classroom. They do everything that every person would do in the classroom in terms of teaching.

The CHAIRMAN. Are they paid for this?

Ms. KING. They are not paid. They are given a stipend at the end of the training period, but they are not paid for it. And they sign a contract to be involved in that training program at the beginning of each training site.

The CHAIRMAN. Thank you.

Thank you, Mr. Chairman.

Mr. KILDEE. Thank you, Mr. Hawkins.

Mr. Bruce.

Mr. BRUCE. I have no questions. It is excellent testimony, what I got to hear.

Mr. KILDEE. Going through this scrapbook again, I see not only do you have a good heart but a good head. I see pictures of Mr. Natcher in this book here. That's very prudent. That's very good judgment.

The CHAIRMAN. I see they apparently sent a telegram to the President also. Is that true?

Mr. KILDEE. Yes; you responded yes.

The CHAIRMAN. I just wondered, in sending the telegram to him, did you ask him to support Head Start?

Ms. CROWELL. Yes; we send a hand-drawn Christmas card every year with pictures.

The CHAIRMAN. Next time I suggest a little politics.

Mr. KILDEE. As you know, Mr. Natcher not only represents your area but he is also chairman of the subcommittee that plays a very important role in the dollars here. So, it's very good.

Let me ask you this, and any of the three of you may answer. From the correspondence I get from Head Start people from around the country and from the reading that I do, it seems that insurance is becoming more of a problem. Are you aware of any areas where State Head Start groups band together in order to

seek insurance from maybe a single carrier and try to bargain with that carrier to get a better rate? We find such a wide disparity of rates. Some insurance companies all of a sudden may have gotten excited and are pushing their rates up 100 to 1,000 percent in some cases. And in some it hasn't changed that much.

Do you know of any efforts to try and get together to seek insurance as a group?

Ms. CROWELL. I am not aware of State organizations per se, but the National Head Start Association has been working with different vendors to work on a commitment of this nature with an insurance company. Last night I was just reading—I am trying to recall the group, I can't recall it—but another effort is being made as well to look at a national approach to the problem.

Mr. KILDEE. That may be an approach, and that is something that this subcommittee may want to look at, to see what we can do perhaps to encourage that type of approach. I don't think this problem is going to go away. The causes may not be real, or they may be real. But I think the problem is going to stay. So, if you can get us any information as to what you think we might be able to do on the Federal level to encourage that approach or another approach that might be effective.

Ms. CROWELL. In our own local community we were able to solve the problem for the year anyway by simply educating our insurance company as to what we are really about. That helped considerably.

Mr. KILDEE. We can all stand education.

What is the impact of staff turnover on your programs? Having taught in a regular school program, it just seems strange to me that when we deal with poverty programs, very often we expect those who work in the poverty programs to also live in poverty. I went to a program last night, a very nice program put on by United Technologies. They sell a few articles to the Government from time to time, at a small profit. They pay their people very well. I am not knocking it at all. But it's interesting that we have poverty programs, and we expect people to take the vow of poverty to work in the program. I didn't see any monks running United Technologies last night; they were doing quite well.

What is the impact of the turnover? Head Start is a great program because very often you can get some training and then maybe move into the regular school system. That is certainly a lure and temptation and a natural thing to do. What is the impact, though, of losing those trained people on your own programs?

Ms. KING. In our program we encourage career development, and we encourage people to, if they find something better after they have been trained, to leave, because we keep an ongoing training program. We would rather they stay, but we also understand the need for making more money and being able to do more for themselves. I think it is very difficult to help somebody if you—because the people look at you and say, you know, like I'm doing better than you are, I don't think you can help me. They don't say it out loud but you know, because they aren't there doing some of the things that you are talking about doing because they are doing better salarywise.

We had 10 teachers in the program who completed college degrees. They went through the training program, completed the college degree, and they all went to the public school system. We are very happy for them. We are sad because we lost them. But we were very happy for those teachers. Each time we know we stand a chance of losing them, we also know that we are helping past parents, and we are talking about past Head Start parents. They were parents in the program. They started to work. They completed the degree and they left.

Mr. KILDEE. Ms. Fausey, the grantee in your system is the public school?

Ms. FAUSEY. Yes, that's right.

Mr. KILDEE. Do they bear the cost of insurance then for the program there?

Ms. FAUSEY. In our program they do, yes. There is an umbrella policy for the entire school district and all employees in the school district. So, Head Start employees are covered under that.

I recently checked with business manager since there has been so much discussion about this and asked him specifically about abuse. He said that it was not mentioned as an exclusion, so it is covered. It is not specifically mentioned, but it was not excluded. So, any suit in that area then would be covered.

As was mentioned before, though, I don't think the abuse is a real problem in Head Start because of the parent involvement. The parents are always there. There are groups of people. I think educating the insurance companies about what Head Start is all about, as Charla mentioned, is one way of trying to deal with the situation.

Mr. KILDEE. You would be able to tell the insurance company that it is a low-risk venture with Head Start. There are no documented cases of any abuse there.

Ms. KING. And then, too, Mr. Chairman, with the staff hiring personnel of three-fourths parents, and they know the community and they know the folks that come before them. So, there is a very slight chance of someone who is abusive of children being hired in Head Start Programs in most cases. I know in our case our policy council does hire, interview, does the initial screening before it gets to the personnel committee. And most of the programs operate in that manner.

Mr. KILDEE. Ms. Fausey, in your system does the school board provide the transportation?

Ms. FAUSEY. No. We pay for our own transportation, a very expensive item in our budget.

Mr. KILDEE. Do they transport other students?

Ms. FAUSEY. In our school district they do not even transport kindergarten students. Parents must provide their own transportation. So, at this point they are not about to provide transportation for us. We just use the same carriers that they use. Public school children are taken to the schools first, and then using the same vehicles, Head Start children are picked up and brought to our center. Then in the afternoon the Head Start children are taken home. And then the buses go on to do their public school run. So, our children are not on the buses at the same time as public school children. We do bear the entire cost of that.

Mr. KILDEE. That is a high cost?

Ms. FAUSEY. Yes, it is.

In our home-based program, the children are brought into the center three times a month. The cost is $130 a day to transport 20 children.

Mr. KILDEE. Do all of the programs you represent have people currently participating in the CDA training?

Ms. KING. Yes.

Ms. CROWELL. Yes.

Mr. KILDEE. Do you find that training effective? Do you find any problems with the training? Do you find in general it is a positive thing? Are there any comments on it in general?

Ms. CROWELL. The CDA training is based on very thorough, sound principles of child development and is definitely one of the better approaches we have ever had to training. The major problem we have experienced has been with the national setup in terms of getting people credentialed, and so on. So, hopefully, by NAEYC taking over, a lot of that will be alleviated.

Mr. KILDEE. Ms. King, you're a former Head Start parent.

Ms. KING. Yes.

Mr. KILDEE. You are involved currently in the program. Could you discuss the importance of the interaction between the Head Start staff and the parents?

Ms. KING. Yes, I can. I could talk for—how long do I have?

Three of my six children went through the program. I was interested in the fact that, when you asked the question if a child was in the program more than a year, of the effect we got, I can say that my child who stayed in the program 2 years has done far better than the children that were in there 1 year. Now, I don't know if this had any effect on it, but for this child it was. And the staff was so supportive. When I started in the program I had not finished high school. So, I finished high school. Then I went to trade school. And they encouraged me.

I didn't know that you were supposed to have a hard time with six children all within 10 years of each other. Nobody at Head Start told me until they were all grown. They said, you must have had a hard time. I'm so glad they didn't tell me before then, because I didn't know I was having a hard time. But they were encouraging all the things I wanted to do and thought about. I have not felt comfortable discussing it with other people. Head Start people are so warm and so wonderful. You can spot them in a room. You walk in, you just know they're Head Start and they're not strangers; they're like family. I think our families feel that with staff, and they are able to share what it is that they actually want to do, as opposed to, you know, you telling them: I think you ought to do thus and so because it's important to you.

I think if we have a fault at Head Start it's wanting too much for families. You know, we just want to grab them. But being a past Head Start parent, it's easy for me not to do it, because I still remember what worked for me. I know that much of the thing that other people want for you is not good for you at that moment. It may be good for you sometime, but it's not what you need at the moment. I think Head Start staff realize that and work to that end.

I can't say enough about Head Start and the influence and the good that it has done for families and children. The positiveness of the program can't be overemphasized. I could just talk about it for days and weeks.

All of my babies completed college. Two are still in college, and they may never get out. But four of them have completed college already. My youngest baby, the one that was in Head Start, not the youngest child but the youngest son—I have five sons—is in Morocco now teaching English and really excited about being in the Peace Corps. He joined the Peace Corps because he didn't want a real job. I wanted a real job for him. He wanted to volunteer.

Mr. KILDEE. He's like a Head Start parent or Head Start staff person.

Ms. KING. He is. The others are complete mercenaries. Don't worry about them volunteering for anything. But he wanted to do something. He wanted to teach.

At any rate, Stephen wanted to go to the Peace Corps. He also had an opportunity to do something that he said that you had your child do. He had a scholarship. He went to the Sorbonne for a year to study French in Paris. After he graduated college, he sold his car and went back for another year to study French because he had applied to go to Morocco and teach. They speak French, and he knew he needed to be able to do that.

We are proud of all of the children and Stephen especially because he was withdrawn. We kept him in Head Start because he was such a baby. But the public school did not relate to children in a way that we did. That was one of the reasons that we kept him in.

I just can't say enough about it.

Mr. KILDEE. You have said it very, very well. We should get you before the Appropriations Committee, too, and before the OMB, sends you to OMB. That would be the place to go. The Appropriations Committee has been pretty good. The recommendations from OMB have not always been that good. You certainly represent a tremendous success story. You certainly must be very proud of your children. You certainly are a good witness for the Head Start Program. I am personally grateful for your presence here today.

Ms. Lamb.

Ms. LAMB. No questions.

Mr. KILDEE. Go ahead.

Ms. CROWELL. May I just address a couple of things that have come up?

Mr. KILDEE. Certainly.

Ms. CROWELL. One is from Congressman Hawkins about parent involvement. I just feel compelled to say this. That is that parent involvement is a very strong part of the program and a very good reason for our success, as Ms. King has just demonstrated to us. While the parent actually being involved in the center activities is not mandatory in terms of their child's enrollment, it is very much encouraged. Parents are pulled in.

Now, the structure for this whole thing for parent involvement is fairly well summarized in a regulation called 70.2. I would like to say to this committee and to beg and plead and whatever else I have to do on my knees that 70.2 be upheld and be kept strong.

This has been the basis for a lot of our success. It is being attacked from time to time, but it does allow for the flexibility of the program. The structure itself does allow flexibility but at the same time mandates that that parent must have a decisionmaking role in the program. And that is so imperative.

Mr. KILDEE. I appreciate that specific recommendation and welcome any further ones like that anytime.

Ms. CROWELL. And in terms of one of your comments about training and particularly how staff turnover affects training, we have had our budget cut on the training line per se to about $25 million now. Plus, at one time we had a training and technical assistance almost per State set up, now it's regional. So, training is becoming more difficult. Even though the grantees have been funded directly, all the resources are not there anymore. It is more difficult. Then when staff leaves, you have got to retrain. And there is some gap in there but there is also a very expensive period of time in terms of the training. So, that has proved to be one of our problems.

Third, the last thing I wanted to address is your comments earlier about child abuse to Commissioner Livingston. I think one of the ways to look at this whole thing—and I have just been educating myself to it lately—in terms of the problem of child abuse, child abuse is a form of parenting; be it negative, it is still a form of parenting. And part of what Head Start is about is teaching more positive parenting and in a better way. So, in that respect, Head Start is a prevention instrument of child abuse and hence deserves more funding.

Mr. KILDEE. Thank you very much.

It has been an excellent hearing. We will keep the record open for 10 additional days for any further testimony that may come in either from yourselves or other people.

Mr. KILDEE. At that, I just want to thank all the witnesses. I have been enlightened in intellect and strengthened in will on this program. For that I thank you.

We stand adjourned.

[Additional material submitted for the record follows:]

Prepared Statement of Elizabeth H. Brady

This is Elizabeth Brady. I am professor of educational psychology at California State University in Northridge in the San Fernando Valley, northwest of Los Angeles. In my work as a professor, I teach child development and educational psychology for prospective teachers, both elementary and secondary. The bulk of my tinme is spent with the students in the masters degree program in education.

With respect to Head Start, I have had contacts with agencies and Head Start ever since the beginning twenty years ago. I've been a program consultant, resource person, and evaluator in greater Los Angeles, and have conducted workshops in Region IX, and have been an evaluator in other parts of the country, and also have worked intensively with an agency in Los Angeles which sponsored a continuation project. I'm very happy to talk about some of my observations about what is happening with respect to teacher salaries in Head Start. As we're all aware, the original hope of Head Start was that it would enable some people to get out of the so-called cycle of poverty and to become successful students in school and therefore later successful adults. The assumption from the beginning of Head Start was that a successful Head Start program would in the long run save public moneys because of the success that could be assured for children. We are very fortunate that now the research coming out of the High/Scope Foundation in Ypsilanti, of Dr. Larry Schweinhart and his associates, has clearly established that children do benefit from early childhood education, even a year of early childhood education, and gains are seen over the long run. Fortunately, the High/Scope research followed children for 18 to 20 years, so that they are able to evaluate not only test types of gains in schools but life types of success in terms of lower rates of delinquency, greater success in job experience, fewer of the special kinds of referrals that typically happen with the type of population that came into Head Start, namely referral for special education, special placement, special testing. And so the evidence seems fairly clear that given a good start in a quality program, children will in fact do well in school and in other areas of life.

Head Start over the years has grown and changed as people have learned more about how to conduct their programs. Obviously, the Head Start programs serve a population which is also attacked by all the kinds of societal problems which exist -- problems of drugs, problems of poverty, problems of unemployment, the psychological stress of all of the kinds of difficulties which can happen. People who have chosen to work in Head Start have done so because they have a commitment to helping families move out and away from such problems, and also becuase they have a belief in education as making a difference in people.

One of the concerns that I wanted to talk about this morning, that I have become aware of, is that because of low salaries, or comparatively low salaries on the part of Head Start, the Head Start agencies are losing up to one-third of their workers each year as they leave the Head Start programs to go into better paying jobs. I don't want to be misunderstood here to suggest that any early childhood education positions, teaching positions, are well paid. They are not. But relatively speaking, a

person who has gone into a Head Start program has worked for five or six years, has been trained by the agency, can quite reasonably move into programs in publicly supported day care centers, or even into public school positions, if they have used that five or six years to accomplish getting a children's center permit in California, or an A.A. degree, or a B.A. degree, or even a credential. In certain agencies I know a number of teachers have done this. And so because they are tending to be people who have great needs, I know one agency for example, in which two-thirds of all the teachers and assistant teachers are the sole support of their families. And when we look at the Head Start salary schedules, in a place like Los Angeles County for example, and realize that on a 13 step merit increase kind of scale, the bulk of the teachers are now not beyond the seventh step, which would bring them at about the level of poverty income for a family of four. When we talk about two-thirds of the teaching personnel being sole support for families, and those families often having more than four members, one can understand the incentive to try and improve one's sources of income by perhaps moving into another position.

This is really very distressing. I have talked to a number of delegate agency directors, and I find them recognizing that in the last four years, or five years since 1980, that the effective buying power of salaries have actually gone down, even though there has been some percentage of increase in salary. Given the cost of living, soaring expenses, these teachers are finding themselves after perhaps five years of experience less well off on terms of tangible income. Hence the reason they move on out. The further concern is that when during the very same period that the cost of living has skyrocketed, the thrust of Head Start has been to serve more of the eligible children. While this is certainly an admirable goal, and were there sufficient money, there could be no quarrel with it, what it has meant in practice in some agencies is that now the same salary is being given to teachers who are serving more children.

In fact I want to say something about the matter of more children because it is related to our whole concept of a quality program. The first year of Head Start, every group of 15 children had one paid teacher, one paid assistant teacher, and one paid aide. After the first year, the aides were no longer part of the program, but even then there was still a ratio of two paid teachers to a group of 15 children. Now in many cases, that ratio has changed because agencies are taking as many as 18 to 20 children per class with 2 paid staff. True, we often have relied on parents and other volunteers, but this is not the same thing. The question of continuity on the part of staff bears directly on this matter of quality. Unless there is a fully qualified teacher with experience, it is very hard for her to give a new assistant teacher or a new aide the kind of on-the-job in-service staff develop training that she must have. I could give examples of the kind of thing which this new person often did not have. In Head Start, the thing that was more striking was that one would go onto a Head Start site, and the children had fine equipment, and a fine schedule for the day, but frequently, the adults involved were not involved, they were talking to each other rather than to the children. They simply did not understand that the verbal interaction of adults on the site was a critical element in which children could gain

from the program. That's the kind of learning which has to be fostered by the experienced teacher who's there and can point out the need, and can model what the need is. In fact some of the agencies which have had the greatest success I believe had this, because you never started a site without an experienced, knowledgeable teacher who could be a model for other people coming into the program to work, whether they were paid people, like assistant teachers, or whether they were parents.

So when we have a rapid turnover of staff in which people leave to improve their own personal salary situation, then we are jeopardizing the quality of the program. It's simply essential that programs not be just custodial, not be simply so many adults and so many children, but so many trained, experienced adults with children so that they can provide that quality of program.

There are some points about which I have been asked which I would like to address here. There is a belief that Head Start is less demanding of teachers than the public schools. In fact, in my experience, there is a great deal of similarity between what Head Start teachers now do and what kindergarten teachers now do. The kindergarten teacher is seen by some people as not having a full day's work. That is not the case. In most cases, in California, at least, the kindergarten teacher meets one group of children for a full morning or a full afternoon, then she spends the other half-day working as assistant to the other kindergarten teacher so that she is in effect with children from five to six hours a day, in one case being fully in charge with an assistant, and in the other, reversing that. In addition, she does some work with parents, either in group parent education, or in conferencing with parents. This goes back to an assumption made earlier in California, that the kindergarten teacher is the first person to meet the families of parents and therefore can do a great deal to interpret what good education is about, what parents should expect, what they will observe in their children, how they will tell what kind of learning is going on.

Under Head Start, the Head Start teacher is the first person who meets families who are served by her program. We feel that an essential part of her role is the interpretation to parents, meeting with parents to answer questions, giving generally sound child development information, and in every way helping the parent begin to see the school as a place where good things can happen for his child, where there can be trust, and where also the parent is free to ask questions about thungs he or she doesn't understand. As we go on, I think that we will see that programs for kindergarten teachers are going to probably become more demanding, just as programs for Head Start teachers will become more demanding, in the sense that they must digest new research, they must be able to interpret to families what we now know about how children learn, and what are important learning environments that can be created.

I know that in California currently there is a major move to help kindergarten teachers articulate what they are doing. There are networks of kindergarten teachers forming in the north and in the middle part of the state, and hopefully very soon in the south. I know also that one half day seminar of the state meeting in February of the California Association for the Education of Young Children will be devoted to this

because we have come to recognize how important the role of the kindergarten teacher is in articulating the new programs for younger children.

Another question which has been addressed to me has to do with salaries, or income of people in charge of child care programs. It is still true, despite the public funding that exists, that more children in actual numbers are probably cared for in the homes by relatives or people who provide in-home day care for small groups of children. It is also true that most of those workers receive salaries at close to minimum wage, or not much above it. It also tends mainly to be year-round kinds of work, so that their overall income might be greater. On the other hand, in California again, we have large numbers of children in publicly supported children's centers, sometimes called child development centers. In most districts, those salaries now are comparable to the public school salary, and although the head teachers do not necessarily have to have the same credentials as the public school personnel, they may start with a children's center permit and an A.A. and move on from there. So the publicly supported children's centers do tend to have salary levels much higher than Head Start for essentially the same kind of work because the children's centers that I know of are more than proprietary or custodial situations. They are in fact true educational settings. A person with experience in Head Start might reasonably decide to move into that of situation. I anticipate that the children's centers will grow in the numbers served as more and more mothers are employed and more and more families need day care, not only for pre-kindergarten aged children but also for school-age day care.

I brought with me some announcements of classified job opportunities published by the Los Angeles County Office of Education, which means they might be in any one of a number of districts within the greater Los Angeles County area. There are close to 90 separate school districts in Los Angeles County, for example, each of which has its own employment program. It was hard for me to realize that when I first moved to Los Angeles. But when one looks at these classified job opportunities, one finds that one could get a job as an intermediate clerk, a film inspector, a clerk, a fiscal clerk, a media aide, and all of these would be within or above the salary level available for a children's center teacher, and certainly above a Head Start teacher. They might begin slightly higher but they'll go up. The other fact is that the requirement may be only high school commencement or the equivalent, a G.E.D., for example. These positions come nowhere near having the kind of experience requirement, and actual academic preparation, even if it's only in a community college, that the teacher positions in Head Start require.

I want to say that in the most effective agencies, there has been consistent effort in the last twenty years to urge people to continue their own formal education, and to facilitate getting that formal education. I knew of some agencies for instance that brought community college classes to the site where the teachers were so they could get that work as part of their regular daily activity, including English instruction. So we have to really say that a person coming out of poverty might find some other positions than teaching very tempting, if

he or she looked only at salary. But as I suggested earlier, the people I've met in Head Start really have a commitment to education as being the kind of helping profession in which they want to spend their lives.

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[THE SUBCOMMITTEE STAFF] HAVE A NUMBER OF QUESTIONS WE'VE PREPARED FOR YOU, BASED ON YOUR EXPERIENCE AS A TRAINER AND AN EVALUATOR, WHICH WE WOULD LIKE TO GO THROUGH NOW.

THE FIRST IS, IN YOUR OPINION, ARE THE 18 REGIONAL TRAINING CENTERS AN ESSENTIAL PART OF THE HEAD START TRAINING NETWORK? WHAT DO YOU THINK HAS THE EFFECT OF DHHS' CUTTING 75 PERCENT OF ITS GRANTS TO REGIONAL CENTERS, AND THEN SHIFTING THIS MONEY DIRECTLY TO LOCAL GRANTEES TO TAKE CARE OF THEIR OWN TRAINING NEEDS?

Well, I think certainly one of the foresighted things about Head Start was that the regional training was provided. It was recognized from the beginning that we're appealing to a population of mostly women, though not by any means all women, who had not had any prior experience in the field and who needed all kinds of help in learning to conduct early childhood educational programs. They needed to understand more about child development, they needed to understand more about the environments in which learning takes place, they needed to learn about staff interpersonal relationships because these are essential when you have a team of adults working with children, and all of these things were kind of built into the original conception. Now I can't say that they wouldn't continue to be of value, but I do recognize that given the money capability, the shift now from regional grantees to local centers has occurred, and I think it will vary.

We have to remember that the size of local grantees varies enormously. Depending on the size and other local resources, there will be a difference in the degree of effectiveness in how the local grantee can provide services. In our own case in Los Angeles County, we have some excellent programs established out of L.A. County, but we're also talking about large numbers of people, and very knowledgeable people with a rich resource in all areas, not just education. Other grantees may have greater difficulty. I think it does underline the fact that as training experiences shift to the local grantee, the actual individual Head Start site is going to have to take over leadership in some of the training. Again, as I said earlier, therefore the role of the teacher in charge or the child development supervisor with the local agency becomes even more important.

WHAT DO YOU FEEL ARE THE MOST IMPORTANT COMPONENTS IN THE TRAINING OF A HEAD START TEACHER? YOU HAD MENTIONED THE IMPORTANCE OF VERBAL INTERACTION. YOU MUST FEEL THAT IS ONE OF THEM.

Yes. I think modeling of how to interact with children is very important. I use an example from a time many years ago, when I walked into a site and a child came up to me with two blocks in his hand. He said, "Hey, do you want a hot dog?" I said, "Yes, do you have mustard?" and he said,"No, but I have ketchup," and he went away to get it.

This was a kind of small, dramatic play exchange which is the kind of thing we try to help assistant teachers and others who aren't accustomed to working with young children see was what advances the child's interest and curiosity and his ability to image things and to begin to move into abstractions. A lot of that on-site modeling is important.

I think what some agencies call "swap shops" where teachers and assistant teachers will spend a workshop exchanging ideas of things that had worked, and developing each one's repetoire of important ways of handling things, whether it was how you work with art materials or outdoor equipment, or how you help children in terms of developing self-discipline or self-control. Certainly, there has been a place for resource people, who may or may not be researchers but who can interpret research to talk with groups of teachers about the meaning of our current thinking. We've learned a lot in 20 years. We've even changed some of our ideas over 20 years about the special needs of children and families in poverty. Being able to keep current with what we now know and believe, and what it means, has been an important part of training.

One of the agencies I know has done some exciting things in terms of developing in adults, through a creative environment workshop, a sense that adults can do things, can make things, can know how. This contributing to the adult sense of competence helps them in turn to feel children, too, can learn and become competent. Creative environment workshops and that kind of thing have been a central part of what some people call "hands-on" kind of learning.

DO YOU THINK HEAD START HAS AN ADEQUATE EVALUATION SYSTEM? WHAT DO YOU THINK CAN BE DONE TO ENCOURAGE MORE THOROUGH ASSESSMENT?

I really hadn't thought about this question, I'm thinking on my feet now. I'm not sure. I think initially many of the research studies that were done reflected the peculiar characteristics of the particular program they were assessing, and therefore, it was very hard to generalize from them. Then of course we had planned variations, we had very comprehensive, very competently done evaluation programs. I suppose local assessment often is dependent on people who don't have a lot of research experience, and who are not terribly good evaluators of instruments, and we know that instruments although they yield quantitative results, may not adequately reflect the outcomes of programs. We're still wrestling with the problem of what is good evaluation. When you look at the literature, more and more people who tried to do schools research or schools evaluation in general are beginning to turn to tools that teachers haven't always had, tools that anthropologists use. They are doing descriptive kinds of status evaluations of what goes on in programs. I think we have a long way to go in this area, and a lot to learn.

DO YOU THINK HEAD START HAS ADEQUATE RESOURCES FOR SPECIAL NEEDS TRAINING?

"Adequate resources?" That's a little hard for me to assess if you mean monetarily. If there are people who can do it, I think yes. I think the RAPs (Resource Access Projects) have provided some very experienced and

well-trained people. Again, many of them have come out of programs which preceded the Head Start requirement for children with special needs. In our area, for example, about 15 years ago we had an integrated program that introduced non-handicapped children into disabled classrooms. That program was so well developed that it served as an excellent model for Head Start and has become a staff development resource to them, so that they could see how a program really works that integrates non-handicapped with handicapped kids.

I think we have a good deal more published material available than we did at the beginning of Head Start, on who these children are, how one identifies them, how one works with them in ways that don't highlight the handicap but deal with the child as a child. There are a lot more resources and we need to continuously provide knowledgeable people.

I think many of us, all of us, not just Head Start personnel, grew up with either a lot of misconceptions or suspicions or fears about disabled people. Fortunately we have some very sensible, readily available resource materials now to help us get rid of those stereotypes and help us develop the kind of sensitivity that is needed. I understand that when the identification of disabled children started, many Head Starts found that they had children, so-called "normal" children who had handicaps that they had not been aware of, and other children who came in with handicapping conditions who in fact were functioning very, very well. Some of those stereotypes and old ideas have had to be replaced with more realistic knowledge of how these kids can function in programs. I think we need to continue working with that. All of us, not just those concerned specifically with special education, need to learn more about disabilities.

SHOULD THERE BE A GUIDING EDUCATIONAL PHILOSOPHY FOR HEAD START?

When we talk about whether there should be a central, guiding philosophy for Head Start or for any other program, it's a little difficult because that word is an elusive one. It means different things to different people. I certainly think there are certain guiding principles that we should be committed to. These may be interpreted by local programs in their own way.

We've had in this country over the last 15 years a tremendous amount of furor, or interest, in British infant schools. Yet when one goes to England, one finds that each individual infant school is a reflection of the headmaster or headmistress of that program who works through his own staff of teachers what they want to do about implementation. I think there are guiding principles of respect for the individual child, awareness of individual differences in tempo and style and way of learning, and this may be particularly true when you have a kind of heterogeneous population of kids, a commitment to respect for individuals and individual differences. Those are the kind of guiding principles I would hope we would have a consensus on.

But the particular programs may look different. In a rural setting, you're going to use different educational resources and materials than you would in a highly urban setting. I'm very much in agreement that

each program needs to do its own kind of needs assessment in a very practical way, not with any formal instruments, who are we, what do we already know, what do we need to know, what do parents want for their children, what are the values that are most pre-eminent for these families. It's both yes and no, I'd have to say.

WHAT DO YOU THINK THE SUBCOMMITTEE SHOULD BE LOOKING AT DURING THE REAUTHORIZATION HEARINGS? WHAT RECOMMENDATIONS WOULD YOU MAKE FOR LEGISLATIVE CHANGES?

I would hope that there would be real consideration of how cost of living increases can be provided for teachers. I'm not sophisticated about the procedures for how these things are done, but I understand that it becomes incumbent on a committee to look very carefully at the language of their report and at the language of their recommendation so that if they feel that this is important it can so be reflected in the langauge of the report and not subject to local interpretations that would undermine what they're trying to do. I think that's one thing.

To the extent possible, to think seriously about how to retain teachers in Head Start, and if that means some changes in not only cost-of-living increases but other incentives to earn more money within Head Start.

Let me digress to say that I'm very much aware of the importance of people that come out of perhaps no prior employment, out of poverty, that there should some kind of career opportunity ladder for those people. I do not mean to suggest at all that teachers leave, that that's a bad thing. What I would like to see is that career opportunity, that opportunity for advancement in income come from within the general Head Start structure if possible. To what extent that can be done I'm not certain. To try to recognize that with limited money we may have to make some choices btween improving the quality of income and therefore the quality of life of staff, as against let us say, expansion to larger numbers of children. Not that I think there shouldn't be more children served, but I would not like to see it done at the expense of the quality of existing programs. There's a old truism that we get innovations in education, and we transfer them to new situations or time passes, and somehow they get flattened out, and then people say they were never any good anyway. It would be too bad to see the quality decrease to the extent where people say, "Well, that really wasn't a very good program anyway." I think that that need not happen, if everything is done to try to make it possible to maintain continuity and stability.

Beyond that, I'm not really exactly sure how much the Subcommittee can do, but I think they should take the responsibility for the positions they believe in, and not leave them so open.

95 months = term

LOS ANGELES COUNTY OFFICE OF EDUCATION
HEAD START/STATE PRESCHOOL

GENERIC JOB TITLES/SALARY SCHEDULE

	1	2	3	4	5	6	7	8	9	10	11	12	13
Teacher II	$1000	$1050	$1111	$1139	$1173	$1202	$1238	$1269	$1307	$1340	$1380	$1415	$1449
Teacher I	915	959	1014	1039	1070	1097	1130	1158	1192	1222	1259	1290	1322
Assistant Teacher II	824	865	915	938	965	989	1019	1044	1076	1103	1136	1164	1193
Assistant Teacher I	746	781	827	848	873	895	922	945	973	997	1027	1053	1078
Child Development Supervisor	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Health Coordinator (PHP)	1462	1535	1624	1665	1714	1757	1809	1854	1910	1958	2016	2066	2117
Health Coordinator (RN)	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Nurse (RN)	1118	1174	1242	1273	1311	1344	1384	1419	1461	1498	1542	1581	1619
Nurse (LVN)	1020	1071	1133	1161	1196	1226	1262	1294	1332	1365	1407	1442	1477
Health Aide II	736	773	818	838	864	886	912	935	963	987	1016	1041	1067
Health Aide I	681	715	757	776	799	819	843	864	890	912	940	964	987
Nutrition Supervisor	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Nutrition Aide II	698	733	775	794	818	838	864	886	912	935	963	987	1011
Nutrition Aide I	623	654	692	709	730	748	771	790	814	834	859	880	902
Social Worker Supervisor (MSW)	1437	1509	1597	1637	1686	1728	1780	1825	1879	1926	1984	2034	2083
Social Worker Supervisor (BA)	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Social Worker	1118	1174	1242	1273	1311	1344	1384	1419	1461	1498	1542	1581	1619
Social Work Aide II	776	815	862	884	910	933	960	984	1014	1039	1070	1097	1124
Social Work Aide I	694	729	771	790	814	834	859	880	907	930	958	982	1006
Project Director	1985	2084	2205	2260	2327	2385	2457	2518	2594	2659	2738	2806	2875
Assistant Project Director	1715	1801	1905	1953	2011	2061	2123	2176	2241	2297	2366	2425	2484
Area Supervisor	1462	1535	1624	1665	1714	1757	1809	1854	1910	1958	2016	2066	2117
Administrative Assistant	1035	1087	1151	1180	1215	1245	1283	1315	1354	1388	1430	1466	1502
Mental Health Specialist	1462	1535	1624	1165	1714	1757	1809	1854	1910	1958	2016	2066	2117
Mental Health Coordinator	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Handicap Coordinator	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Parent Involvement/ Volunteer Coordinator	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Fiscal Officer	1577	1656	1752	1796	1849	1895	1952	2001	2060	2112	2175	2229	2284
Accountant	1358	1216	1286	1318	1358	1392	1433	1469	1513	1551	1597	1637	1677
Exec/Admin Secretary	1035	1087	1151	1180	1215	1245	1283	1315	1354	1388	1430	1466	1502
Bookkeeper	834	876	927	950	979	1003	1033	1059	1091	1118	1151	1180	1209
Secretary	834	876	927	950	979	1003	1033	1059	1091	1118	1151	1180	1209
Senior Typist Clerk	736	773	818	838	864	886	912	935	963	987	1016	1041	1067
Intermediate Typist Clerk	671	705	746	765	788	808	832	853	878	900	927	950	973
Accounting Clerk	671	705	746	765	788	808	832	853	878	900	927	950	973
Typist Clerk	631	663	701	719	740	759	782	802	825	846	871	893	915
Receptionist/ Telephone Operator	631	663	701	719	740	759	782	802	825	846	871	893	915
Parent Involvement/ Volunteer Aide	736	773	818	838	864	886	912	935	963	987	1016	1041	1067
Facilities Maint/ Trans Coordinator	1058	1111	1176	1205	1242	1273	1311	1344	1384	1419	1461	1498	1534
Maintenance Supervisor	824	865	915	938	965	989	1019	1044	1076	1103	1136	1164	1193
Custodian	681	715	757	776	799	819	843	864	890	912	940	964	987
Warehouse Clerk/Driver	824	865	915	938	965	989	1019	1044	1076	1103	1136	1164	1193
Bus Driver	763	801	848	869	895	917	945	969	997	1022	1053	1079	1106
Van Driver	694	729	771	790	814	834	859	880	907	930	958	982	1006

LOS ANGELES COUNTY OFFICE OF EDUCATION
HEAD START/STATE PRESCHOOL

NON-GENERIC JOB TITLES/SALARY SCHEDULE

		1	2	3	4	5	6	7	8	9	10	11	12	13
ABC	Training Coordinator*	$1344	$1411	$1493	$1530	$1576	$1615	$1664	$1706	$1756	$1800	$1854	$1900	$1947
	Handicap Aide	694	729	771	790	814	834	859	880	907	930	958	982	1006
Azteca	Handicap Aide	694	729	771	790	814	834	859	880	907	930	958	982	1006
Delta	Training Coordinator	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
Fed.	Handicap Aide	694	729	771	790	814	834	859	880	907	930	958	982	1006
Found.	Handicap Specialist	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
F.D.	Training Coordinator	1344	1411	1493	1530	1576	1615	1664	1706	1756	1800	1854	1900	1947
	Nutrition Technician	816	857	907	930	958	982	1011	1036	1067	1094	1127	1155	1183
Kedren	Educ/Training Coordinator*	1437	1509	1597	1637	1686	1728	1780	1825	1879	1926	1984	2034	2083
	Health Coordinator	1259	1322	1399	1434	1477	1514	1559	1598	1646	1687	1737	1780	1824
LACA	Personnel Officer	1273	1305	1414	1449	1493	1530	1576	1615	1664	1706	1756	1800	1844
	Principal Clerk	1050	1103	1176	1205	1242	1273	1311	1344	1384	1419	1461	1498	1534
	Asst. Nutrition Supervisor	819	860	910	933	960	984	1014	1039	1070	1097	1130	1158	1187
	Handicap Aide	694	729	771	790	814	834	859	880	907	930	958	982	1006
PACE	Senior Accountant	1322	1388	1469	1506	1551	1590	1637	1678	1728	1771	1824	1870	1915
	Health Coordinator	1259	1322	1399	1434	1477	1514	1559	1598	1646	1687	1737	1780	1824
TRF	Family Maintenance Coord.	1462	1535	1624	1665	1714	1757	1809	1854	1910	1958	2016	2066	2117
	Health Coordinator (LVN)	1259	1322	1399	1434	1477	1514	1559	1598	1646	1687	1737	1780	1824
	Handicap Coord/Social Worker	1118	1174	1242	1273	1311	1344	1384	1419	1461	1498	1542	1581	1619

*Position under review

SANTA MONICA COLLEGE

CHILDREN'S CENTER EMPLOYMENT
TEACHER

C845-2

SALARY

Initial range - Based upon educational preparation and a maximum of five years teaching experience - $13,047-$18,681

General range - $13,047-$21,185

POSITION

The current vacancy is 185 days per year, 6 hours per day, with a starting date of 09/03/85. Appointment to this position shall be made only by vote of the governing board of the district.

EXAMPLE OF DUTIES

Under the supervision of the head teacher, the teacher is responsible for planning and maintaining a productive, healthy learning environment for preschool children by setting up the environment, planning and implementing the program, and responding to individual children's needs and interests.

Provides supervision for children and teacher aides assigned; serves as a member of a team to foster and implement the curriculum, providing experiences to meet physical, social, emotional, and cognitive development of each child with attention to individual needs; assigns responsibilities for implementation of curriculum to assistants; provides a positive role model and ongoing training to assistants in order to provide a quality program; demonstrates effective, positive discipline methods which are respectful of the child; creates and maintains a stimulating, nurturing room environment; implements Center safety rules; maintains good rapport with parents, children and center staff.

QUALIFICATIONS

REQUIRED: Regular Children's Center Supervision Permit issued by the State Commission on Teacher Credentialing; current Red Cross First Aid Certificate.

PREFERRED: One or more years of full-time administrative experience in a children's center.

APPLICATION PROCEDURE

See back of this announcement. For additional information please contact the Office of Personnel Services.

DEADLINE **July 15, 1985**

Application and letters of recommentation must be received in the Office of Personnel Services no later than 4:00 p.m.

092.227.018
Benchmark Position
Page 1 of 6 pages

POSITION TITLE: HEAD START/STATE PRESCHOOL TEACHER II

DEFINITION: A staff person who instructs children in activities designed to promote social, physical, and intellectual growth in preparation for primary school in preschool, day care center, or other child development facility. Plans individual and group activities to stimulate learning, according to ages of the children. (This position is situated in the Educational Service Component of a Head Start/State Preschool program. The incumbent works in a Head Start/State Preschool Child Development Center.)

REPORTS TO: Child Development Supervisor

I. Component Mission:

The objectives of the Educational Services Component are to:

a) Provide children with a learning environment and the varied experiences which will help them develop socially, intellectually, physically, and emotionally in a manner appropriate to their age and stage of development toward the overall goal of social competence.

b) Integrate the educational aspects of the various Head Start components in the daily program of activities.

c) Involve parents in educational activities of the program to enhance their role as the principal influence on the child's education and development.

d) Assist parents to increase knowledge, understanding skills, and experience in child growth and development.

e) Identify and reinforce experiences which occur in the home that parents can utilize as educational activities for their children.

II. General Responsibilities and Specific Duties:

Environmental

1) Develops a plan to insure the safety of the children within the group in utilizing indoor and outdoor facilities.

2) Inspects facilities for hazardous conditions and unsafe equipment and materials removes all debris and hazardous and unsafe equipment and materials.

3) Supervises activities of children to insure their safety.

4) Establishes safety rules that are understandable and practicable by children and adults.

5) Develops and posts an emergency exit plan and conducts monthly emergency exit drill.

6) Insures that the classroom and center facility is free of garbage and debris.

7) Plans and condutes classroom activities that encourage good health habits appropriate to the child.

8) Recognizes and reports accidents and illnesses of children to appropriate personnel.

9) Selects and uses materials and equipment that stimulates development in the children.

10) Straightens up and maintains a well-arranges and orderly environment

11) Includes materials which reflect the children's culture(s) and uses them appropriately.

Developmental and Educational

1) Determines the physical needs (small- and large-muscle development, coordination, sensory development, etc.) of the child.

2) Plans and implements activities to meet the physical needs of the children, including those that are handicapped by physical and/or mental impairment.

3) Provides materials and equipment to develop large motor skills at appropriate developmental level of the children.

4) Provides equipment and activities to promote the development of the fine motor skills at appropriate developmental level for children.

5) Makes necessary adaptations in program to meet the individual needs of children (various handicaps, cultural backgrounds, linguistic groups, etc.).

6) Provides activities and challenging experiences that stimulate curiosity, encourages questioning, probing and problem-solving skill and motivates children to learn.

7) Develops children's communicative skills, both verbally and non-verbally. This includes the ability to communicate in, and to further the children's familiarity with, their dominant language.

8) Provides opportunities for children to exercise their creative abilities, explore and experiment with a variety of media not only through art, music and dramatic activities, but in all aspects of the program.

9) Helps each child to develop a sense of awareness and esteem; to express his/her feelings and accept those feelings; and to develop pride as an individual and a member of a cultural/ethnic group.

10) Helps the child develop a sense of independence and provides opportunities for child to assume responsibility both within the group and for himself/herself.

11) Encourages and assists the children in developing social skills necessary to function as productive members of the group.

12) Organizes and implements a positive and comfortable routine within the room by establishing realistic limits for the children, by the effective use of time, by providing for active and quiet activities, and by planning orderly transitions from one activity to another.

13) Establishes and promotes productive relationships with parents, so as to increase the center's ability to help parents meet their child-rearing responsibilities.

14) Provides opportunities for parents to use their skills and talents in the group.

15) Encourages participation in parent groups at the center.

16) In bilingual settings, communicates both verbally and in writing, with both the parents and the children in their language when possible.

17) Conducts parent education meetings which include orientation, discussion of IEP, child development, curriculum and parenting skills.

18) Writes and maintains proper records on child observation.

Planning

1) Designs and plans the daily classroom program and schedule with Assistant Teachers that promote the children's physical, emotional, social, language, and cognitive development.

2) Designs individualized educational program for each child.

Administration/Supervision

1) Provides leadership for the team of Assistant Teacher and classroom volunteers.

2) Helps the assistants to increase their ability through regular training sessions and individual conferences.

3) Participates in leading regularly scheduled team teaching meetings.

4) Participates in staff self-evaluation procedures.

5) Participates in staff and staff-parent conferences and makes no less than two home visits to each family with an enrolled child each program year.

6) Attends all required in-service training, and orientations, workshops, seminars, etc.

7) Participates in leading daily team teaching meetings during which the day's experience is reviewed and the next day's program altered accordingly.

8) Orders forms, program supplies and equipment in accordance with the approved agency budget as well as distributes and cares for same in the unit.

9) Records pertinent information about children in the group and maintains them under proper security.

10) Submits all required reports and administrative forms accurately, completely and timely, including enrollment and attendance information.

11) Recruits and maintains full enrollment.

III. Relationships:

A. Receives moderate supervision from and performance evaluation by the Child Development Supervisor. Exercises considerable judgment and autonomy in decision making with respect to educational content of classroom activities as specified in Head Start performance standars and delegate agency policies and procedures.

B. Supervises:

Assistant Teacher
Classroom Volunteers

C. Internal Relationships:

1) Child Development Supervisor
2) Teachers
3) Assistant Teachers
4) Health Component Staff
5) Nutrition Component Staff
6) Social Work Component Staff
7) Parent Involvement Staff
8) Senior Management and Administrative Staff
9) Logistical and Support Staff
10) Social Services/Handicapped Services Supervisor
11) Mental Health Specialist

D. External Relationships:

1) Parents
2) Parent Policy Committee
3) Volunteers
4) Consultants
5) Community Agency Representatives

IV. Knowledge and Skills Required:

A. Certification and Education

1. Associate of Arts Degree in a behavioral science or equivalence in course credits

2. A valid California Children's Center Instructional Permit.

The California Children's Center Instructional Permit has the following requirements:

Twenty-four semester units of coursework in early childhood education/child development (exclusive of field work).

One of the following:

(a) Two years of experience in an instructional capacity as a paid aide or assistant in a child development program; or

(b) A certificate from a commission-approved field-based assessment system (none have been approved at this time); or

(c) Three years experience as a volunteer in an instructional capacity in a child development program; or

(d) A supervised field work course from a accredited institution plus one year of experience in an instructional capacity in a child development program.

. Sixteen semester units of coursework in general education including at least one course in each of the following areas: Humanities, Social Sciences, Math and Science, and English.

3. Skill in written and oral communication.

B. Experience

Must have three years experience outside the home in working with a group of young children (2 to 8 years)

C. Abilities

1. Able to work with children from low income families.

2. Understanding and knowledge of the various cultures represented in the community being served.

3. Able to relate to children in a way that promotes their development.

4. Able to guide, direct, and work constructively with other staff members and parents.

5. Able to establish a multi-cultural, bilingual learning environment

HEALTH REQUIREMENTS

Must have verification of T.B. Clearance at time of employment (issued within six (6) months prior to employment) to be renewed every year.

PREPARED STATEMENT OF DR. FRANKLIN R. FREELAND, THE NAVAJO TRIBE, DIVISION OF NAVAJO CHILD DEVELOPMENT

The Navajo Nation is situated in the states of Arizona, New Mexico and Utah, and is comprised of 25,000 square miles. The Navajo Nation is equivalent to the size of West Virginia. Its population density is about six (6) people per square mile, which is below the average of about sixty (60) people per square mile for the United States.

The Division of Navajo Child Development, a program of the Navajo Tribe, provides early childhood educational services to 3,751 Navajo Head Start children. The Division employs 640 Navajo people. The program serves children between 3-6 years of age who meet federal Head Start criteria. These children represent 3,400 families throughout the Navajo Nation. The total cost per child is calculated at $2,426.00. The average daily attendance is eighty-five (85) percent for the 10-month period from August to May. During the winter months when inclement weather results in impassable roads, the average daily attendance falls slightly below 85 percent.

Extent of Need

For FY 1986, the Division of Navajo Child Development projected an enrollment of 3,827 children. It is anticipated that the American Indian Programs Branch of the Administration for Children, Youth and Families will fund a total of 3,298 children and the Navajo Nation will cover enrollment costs for 486 students. With the opening of the Center-Based Programs, the program anticipates funding for forty-three (43) additional slots. (See Table 1 - Projected FY'86 Head Start Projected Enrollment)

Table 1 - FY'86 Projected Head Start Enrollment

Program Sites	Center-Based AIPB*	Center-Based Tribal**	Home-Based AIPB*	Home-Based Tribal**	Total
New Mexico					
Crownpoint, NM	698	0	42	60	800
Shiprock, NM	403	96	78	65	642
Alamo, NM	35	0	0	0	35
Canoncito, NM	40	0	0	0	40
Ramah, NM	93	0	0	0	93
Arizona					
Chinle, AZ	325	0	299	46	670
Fort Defiance, AZ	510	35	187	45	777
Tuba City, AZ	461	74	130	65	730
Expansion	40	0	0	0	40
Grand Total	2,605	205	736	281	3,827

*AIPB = American Indian Programs Branch, ACYF, HHS;
**Tribal = Programs funded by Navajo Tribal General Funds

Issues and Concerns

1. Income Eligibility Criteria: According to 1985 statistics provided by the Indian Health Service, there are approximately 8,954 Navajo children who may be in need of Head Start and/or early childhood services. Many of these children (58%) do not benefit from Head Start due to the income criteria which categorized many of their families as "ineligible." The present Head Start income guideline is based upon the nuclear family household income, a situation which does not take into account the extended family members living within this household. This means that due to additional members in a household there is a drain-off on the wage earner's salary. Additionally, there are other unique factors which contribute to the"drain-off effect" as well: 1) temporary nature of employment with high income; and 2) long distances (50 miles) to work results in high transporting cost. A combination of these factors tend to offset the "high income" status of the 58% the Head Start population considered "ineligible" but may become "eligible" with an income adjustment or waiver.

The Navajo Nation's overall economically disadvantaged status is further illustrated by the 1980 census statistics (see Table 2: 1980 Income Data). As indicated below, the Navajo Nation's standard of living is substandard. For example, there is an income disparity of $10,838 for the Reservation-based family compared to the medium American household.

Table 2 : 1980 Income Data on Navajo Household

Income Type	Income Levels Navajo	National	Difference
Per Capita	$ 2,414	$ 7,298	$ 4,884
Medium Household	8,342	16,841	8,499
Medium Family	9,079	19,917	10,838
Medium for Single female Head of Household	$ 5,831	$ 9,960	$ 4,129

The economic picture as conveyed by statistics does not capture the human aspects of poverty and the related socio-cultural strains that Navajo children and their families must face on a daily basis. Due to the commoness of their socio-cultural experience, there are a lot more similarities between the children from "high income" and "low income" families. In spite of the differentiation made by the federal agencies, the 58% of children identified as being presently "unserved" could well benefit from these services based upon these considerations: 1) poverty status; 2) no other pre-school programs in the vicinity; and 3) community isolation and location in a HMSA area. Historically, the Head Start Act provided leeway in its eligibility criteria for start-up of programs in areas with these characteristics but the Navajo Tribe has not exercised this option yet.

2. Transportation Cost - Within the 3-state region which comprises the Navajo Nation there is only 19% of paved road. This means that a

majority (81%) of the "roads" are dirt roads which under inclement weather become impassable and result in rapid deterioration of school buses. The Head Start Program attempts to provide safe buses for 100 centers throughout the Reservation but under these conditions and frequency of usage (average 150 miles daily) over dirt roads, the degree of breakdowns is very high. It is therefore not surprising that the average life of buses used on dirt roads is approximately 1/3 of those used on paved roads. Stated another way, the longevity of an average Navajo Head Start bus is 2 years as opposed to 5 years for the national norm. Given the excessive "wear and tear" on buses under the environmental conditions, i.e. extremely sandy and or/muddy terrain, the case for some program allowance or waiver of the bus replacement standards is greatly needed to operate an efficient program.

3. School Facilities - The Navajo Head Start has an enrollment of 3,827 children of whom almost 40% attend "home-based" programs. The high reliance on this type of program is necessitated by lack of facilities. Although many communities have identified their pre-school population, they do do not have the financial capital to construct school buildings. If there is any construction, it has to be accomplished with tribal funds. For FY 1985, the Tribe allocated $250,000 for building renovation in order to comply with federal environmental and safety standards for its existing structures.

Given the high cost of new construction and needed renovation of its facilities for center-based programs, Tribal funds alone are insufficient to meet the overall demand. For FY 1986, the Tribe allocated an additional $541,184 for these Centers but these efforts must be complemented by the Federal Government. The severity of the "facility gap" is best conveyed by the 5,127 children (or 58%) who presently are not served due to the absence of facilities.

Recommendations

1. Grant a waiver on income eligibility for the Navajo Nation Head Start Program to address the unique socio-cultural conditions as well as the unmet need (58% of the Head Start population) identified by U.S. Indian Health Services; and

2. Address the high cost factors associated with the Head Start operation in rural areas with less than 19% paved roads; and make a funding adjustment for vehicle replacement and maintenance cost; and

3. Increase federal/tribal matching of capital improvement funds on a 70/30 match and/or 80/20 basis to meet the overall demand for Head Start services for underserved populations with high birth rates.

In summary, these are the primary issues and program concerns that are before the Navajo Head Start Program. We appeal to you members of the Committee to devote some time and attention to the unique situations facing not only the Navajo Tribe, but other Indian Tribes who strive to make quality education a reality for their youth. Thank you for your time and the opportunity to present our testimony.

HEAD START FY'86 FUNDING SOURCE

The Division of Navajo Child Development's primary funding source is Health and Human Services, the Administration for Children, Youth and Families, under the American Indian Programs Branch.

Table 2: FY 86 HHS Budget

Grant Program	Federal	Non-Federal	Total
HEAD START	$7,842,503	$1,960,626	$9,803,129
HANDICAPPED	320,332	80,083	400,415
TRAINING/TECHNICAL ASSISTANCE & CDA	115,000	28,750	143,750
Totals	$8,277,835	$2,069,459	$10,347,294*

* The Navajo Nation negotiated a 5% or $370,889 indirect cost rate.

Prepared Statement of the New York City Human Resources Administration

NEW YORK CITY'S HUMAN RESOURCES ADMINISTRATION (HRA) IS PLEASED TO HAVE THIS OPPORTUNITY TO PROVIDE WRITTEN TESIMONY TO THE HOUSE EDUCATION AND LABOR COMMITTEE ON ISSUES RELATED TO OUR HEAD START PROGRAMS.

WE OPERATE, THROUGH OUR AGENCY FOR CHILD DEVELOPMENT (ACD), NEW YORK CITY'S HEAD START PROGRAM, WHICH SERVES 11,600 PRE-SCHOOL CHILDREN AND THEIR FAMILIES. THIS PROGRAM IS SUPPORTED BY $36.1 MILLION IN FEDERAL FUNDS. OUR HEAD START PROGRAMS ARE MULTI-CULTURAL AND MULTI-ETHNIC; BY WAY OF EXAMPLE WE SERVE BLACK, CHINESE, HAITIAN, HISPANIC AND HASSIDIC CHILDREN. WE ALSO SERVE CHILDREN AND FAMILIES FROM THE HOTEL AND SHELTER POPULATIONS. TEN PERCENT OF THE CHILDREN IN OUR HEAD START PROGRAMS ARE HANDICAPPED.

ACD ALSO OPERATES THE LARGEST MUNICIPAL DAY CARE PROGRAM IN THE COUNTRY, WITH A CAPACITY OF ALMOST 42,000 CHILDREN A DAY.

ACD IS RESPONSIBLE FOR THE HEAD START PROGRAMS IN THE FIVE COUNTIES OF NEW YORK CITY, AND WE SERVE THE LARGEST CONCENTRATION OF THE NEEDIEST FAMILIES IN THESE COUNTIES. NEVERTHELESS, THE UNMET NEED FOR HEAD START REMAINS EXTREMELY HIGH; ALMOST 66 PERCENT OF NEW YORK CITY'S PRE-SCHOOL CHILDREN ELIGIBLE FOR HEAD START ARE NOT SERVED BY THE PROGRAM. THE BOROUGH OF BROOKLYN (KINGS COUNTY) HAS THE HIGHEST UNMET NEED IN NEW YORK STATE FOR HEAD START SERVICES. (SEE THE FOLLOWING CHART)

HEAD START CAPACITY AND APPROXIMATE UNMET NEED

	BOROUGH	CURRENT CAPACITY	APPROXIMATE UNMET NEED
1.	BRONX	2,809	13,000
2.	BROOKLYN	4,091	15,000
3.	MANHATTAN	3,443	4,000
4.	QUEENS	1,124	4,900
5.	STATEN ISLAND	138	800
		11,605	37,700

IN NEW YORK CITY THERE IS A HIGH PROPORTION OF DISADVANTAGED PRE-SCHOOL CHILDREN WHO ARE IN NEED OF HEAD START SERVICES. HEAD START IS SPECIFICALLY DESIGNED TO PREPARE THESE DISADVANTAGED CHILDREN FOR SCHOOL. THE WIDE RANGE OF MEDICAL, NUTRITIONAL AND SOCIAL SERVICES OFFERED BY THESE PROGRAMS HAS MADE HEAD START ALL THE MORE INDISPENSABLE TO SOME OF THE CITY'S MOST DISADVANTAGED AND UNDERSERVED NEIGHBORHOODS.

RECENTLY, MAYOR KOCH APPOINTED A COMMISSION TO STUDY THE ISSUE OF ESTABLISHING A UNIVERSAL PRE-KINDERGARTEN FOR FOUR YEAR OLDS (PRE-K) PROGRAM. THE MAYOR'S COMMISSION WILL NOT PRESENT ITS REPORT UNTIL DECEMBER 1985, AND THEREFORE WE FEEL IT WOULD BE PREMATURE TO COMMENT ON THE PRE-K ISSUE. HOWEVER, PRE-K WILL NOT NEGATE THE NEED FOR HEAD START SERVICES TO THESE FAMILIES. PROVIDING SCHOOLING FOR FOUR-YEAR-OLDS IS NOT THE SAME AS PROVIDING THE COMPREHENSIVE CHILD DEVELOPMENT SERVICES AND PARENT PARTICIPATION PROGRAM THAT HEAD START PROVIDES.

NEW YORK CITY IS COMMITTED TO CONTINUING TO PROVIDE QUALITY HEAD START PROGRAMS TO NEEDY CHILDREN AND THEIR FAMILIES BECAUSE THIS SERVICE IS CRITICAL TO THE FUTURE OF OUR CHILDREN AND OUR SOCIETY. HOWEVER, THERE ARE MANY OBSTACLES TO CONTINUING AND MAINTAINING QUALITY HEAD START PROGRAMS, AND WITHOUT YOUR ASSISTANCE THE QUALITY OF HEAD START PROGRAMS IN NEW YORK CITY CANNOT BE MAINTAINED. THE AREAS OF CONCERN TO US ARE: THE TEACHER SHORTAGE, INCREASED INSURANCE RATES, AND THE HIGH COST OF RENTAL, REPAIR AND MAINTAINENCE OF OUR HEAD START FACILITIES.

I. TEACHER SHORTAGE

CERTIFIED TEACHERS ARE REQUIRED FOR LICENSING A HEAD START PROGRAM UNDER THE NEW YORK CITY HEALTH CODE. WE HAVE STATE CERTIFIED TEACHERS IN EVERY CLASSROOM, AND WE BELIEVE THESE HIGH QUALIFICATIONS ARE ESSENTIAL TO THE DELIVERY OF QUALITY HEAD START PROGRAMMING. TEACHERS ARE THE FOUNDATION ON WHICH THE DEVELOPMENTAL PROGRAMMING FOR CHILDREN IN HEAD START IS BASED.

TO DATE, THERE IS A 25% VACANCY RATE FOR TEACHERS (88 VACANCIES OUT OF 356 TEACHER SLOTS) IN NEW YORK CITY HEAD START PROGRAMS. THE NEEDS OF OUR FAMILIES AND CHILDREN (HOMELESS, HANDICAPPED, NEEDY, MULTI-CULTURAL AND MULTI-ETHNIC) MAKE IT NECESSARY FOR OUR HEAD START PROGRAMS TO HAVE EXPERIENCED, CERTIFIED TEACHERS WHO CAN HANDLE EDUCATIONAL, ADMINISTRATIVE AND SOCIAL SERVICE ISSUES.

THE PROBLEM FOR NEW YORK CITY'S HEAD START PROGRAMS IS THAT THE SALARIES WE OFFER ARE NOT COMPARABLE TO THOSE PAID BY THE NEW YORK CITY BOARD OF EDUCATION, EVEN THOUGH BOTH SYSTEMS REQUIRE EQUALLY QUALIFIED TEACHERS. NOT ONLY ARE THE STARTING SALARIES HIGHER, BUT SO IS THE RATE OF ESCALATION. AFTER SEVERAL YEARS OF SERVICE IN THE SCHOOL SYSTEM, A TEACHER TYPICALLY WOULD RECEIVE SEVERAL THOUSAND DOLLARS MORE ANNUALLY. ADDED TO THIS ARE LONGER VACATIONS, MORE HOLIDAYS, SHORTER DAILY WORKING HOURS, AND BETTER HEALTH AND RETIREMENT BENEFITS, WHICH MAKE WORKING IN THE SCHOOL SYSTEM FAR MORE ATTRACTIVE. (SEE CHART NEXT PAGE)

THE SALARIES OF TEACHERS IN THE HEAD START PROGRAM MUST BE RAISED IN ORDER TO KEEP THEM. ADDITIONAL FEDERAL FUNDS FOR OUR HEAD START PROGRAMS MUST BE COMMITTED TO MAINTAIN QUALIFIED TEACHERS IN NEW YORK CITY'S HEAD START SYSTEM.

Wages and Benefits of Teachers:
Comparison of BOE and ACD Funding - FY 1985

Wages	Board of Education [1]	Day Care	Head Start
Starting:			
Year 1	$15,500 (BA) $20,736 (MA plus 30 graduate credits)	$15,359 (BA) $16,052 (MA Plus Student Teaching)	$14,430 (BA) $15,304 (MA in Education)
Year 2	$18,500 (BA) $23,986 (MA plus 30 graduate credits)	Same as above.	Same as above.
Year 3	$20,000 (BA) $25,785 (MA plus 30 graduate credits)	Same as above.	Same as above.
Longevity Pay	(Year 3) Longevity after 10 years 1,955; Total after 13 years 2,959; Total after 15 years 5,081	None	None
	Board of Education [2]	Day Care	Head Start
Benefits			
Vacation	10 Weeks	6 Weeks	4 Weeks Vacation
Holidays (inc. Legal)	25 Days	11 Days	11 Days
Sick Leave	10 Days a year; unused days may be carried over to next year; up to 20 days may be borrowed.	12 Days a year; unused days may be carried over to next year; no borrowing.	12 Days a year; unused days may be carried over to next year; no borrowing.
Welfare Fund	645	415	None
Health Plan	1,200	1,200 (Est.)	1,200 (Est.)
Pension			
City Contribution	9,349	1,685	None
Social Security	2,048	995	988
Annuity Fund	400	None	None
Eligible To Retire	Age 55 end 25 years service	Age 62	None
Total - Typical Employee	47,577	19,654	16,618

[1] Source: UFT Bulletin (September 30, 1985) Salary Scales

[2] Source: New York Times, April 19, 1984 "Wages and Benefits for City Employees in eight major categories"- Prior Agreement, New Agreement Information to be analyzed.

II. INCREASE IN INSURANCE RATES FOR HEAD START PROGRAM

ON JULY 18TH AND 30TH OF THIS YEAR THE HOUSE SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES HELD HEARINGS IN WASHINGTON ON THE TOPIC "CHILD CARE: THE EMERGING INSURANCE CRISIS." PROVIDERS OF CHILD CARE SERVICES AND REPRESENTATIVES OF THE INSURANCE INDUSTRY MADE PRESENTATIONS.

THE HEARINGS ESTABLISHED THAT CHILD CARE PROGRAMS AROUND THE COUNTRY, PARTICULARLY FAMILY DAY CARE OPERATORS, BUT ALSO HEAD START PROGRAMS AND DAY CARE CENTERS, ARE EXPERIENCING DRASTIC INCREASES IN INSURANCE PREMIUMS, ESPECIALLY FOR GENERAL LIABILITY, AND IN SOME CASES CANNOT OBTAIN INSURANCE AT ALL.

IN NEW YORK CITY IN THE LAST YEAR AND A HALF INSURANCE COMPANIES HAVE BEEN RESTRICTING COVERAGE AND RAISING PREMIUMS FOR DAY CARE AND HEAD START PROGRAMS. INDUSTRY FIGURES SHOW THAT CLAIMS AND COSTS HAVE EXCEEDED PREMIUMS FOR THESE PROGRAMS, AND LARGE, THOUGH AS YET UNSETTLED, CLAIMS HAVE BEEN FILED IN RELATION TO INCIDENTS OF PHYSICAL AND SEXUAL ABUSE OF CHILDREN IN DAY CARE PROGRAMS. INSURERS ARE CONCERNED THAT SUBSTANTIAL LOSSES MAY RESULT FROM SUCH CLAIMS IN FUTURE YEARS. NEW YORK CITY'S HEAD START INSURANCE RATES HAVE INCREASED ALMOST 200 PERCENT FROM $1.1 MILLION TO AN ESTIMATED $2.8 MILLION OVER A THREE-YEAR PERIOD.

CRITICS OF THE INSURANCE INDUSTRY MAINTAIN THAT COMPANIES ARE BASING THESE INCREASES ON INCOMPLETE DATA AND THAT THEY DO NOT DISTINGUISH BETWEEN QUALITY PROGRAMS AND POORLY OPERATED ONES. CRITICS ALSO NOTE THAT THE INDUSTRY IS AT THE BOTTOM OF A CYCLICAL SWING IN WHICH THE COMPANIES ARE TRYING TO RESTRICT THE COVERAGE THEY ARE WRITING TO THE MOST PROFITABLE LINES, AND THAT THE AWARDS

AND SETTLEMENTS IN THE CHILD ABUSE CASES ARE UNLIKELY TO APPROACH THE LARGE CLAIMS FILED. THESE OBJECTIONS DO NOT ALTER, HOWEVER, THE REALITY FOR HEAD START PROGRAMS OF OBTAINING INSURANCE IN THE TIGHTENING MARKETPLACE.

IN ADDITION, THIS PROBLEM MUST NOT BE ALLOWED TO AFFECT THE QUALITY OF THE PROGRAM. RESOURCES MUST NOT BE DRAWN FROM OTHER AREAS OF THE HEAD START PROGRAMS IN ORDER TO MEET INCREASED INSURANCE COSTS. ADDITIONAL FUNDING IS NEEDED TO PAY FOR THE INCREASED INSURANCE COSTS, WHILE CONTINUING TO ENSURE THAT THE HIGH PROGRAM STANDARDS FOR HEAD START PROGRAMS ARE BEING MET.

THESE ISSUES REQUIRE IMMEDIATE ATTENTION FROM ALL CONCERNED PARTIES. ANY INCREASE IN INSURANCE RATES CANNOT BE MET WITHOUT INCREASED FUNDING FROM THE FEDERAL GOVERNMENT. THE FUTURE OF HEAD START PROGRAMS CANNOT BE CONSIDERED SECURE UNTIL THESE PROBLEMS ARE RESOLVED.

III. RENTAL, REPAIR AND MAINTENANCE OF HEAD START FACILITIES

REPAIRING AND MAINTAINING FACILITIES FOR HEAD START PROGRAMS ARE A PARTICULARLY DIFFICULT PROBLEM IN NEW YORK CITY. IN THE ECONOMICALLY DEPRESSED AREAS OF THE CITY, WHERE THE NEED FOR HEAD START SERVICES IS GREATEST, THE ONLY FACILITIES AVAILABLE TO THE PROGRAMS ARE OFTEN OLD AND IN NEED OF CONSIDERABLE REPAIR. IN MANY INSTANCES THESE FACILITIES ARE CHURCH BUILDINGS OVER 100 YEARS OLD WHICH ARE RUN BY ORGANIZATIONS WHICH LACK THE RESOURCES TO MAINTAIN THEM PROPERLY.

FAILURE OF A PROGRAM TO MEET LOCAL LICENSING REQUIREMENTS IN THE AREAS OF HEALTH, FIRE, AND SAFETY CAN RESULT IN SUSPENSION OR TERMINATION OF FUNDING FROM THE DEPARTMENT OF HEALTH AND HUMAN SERVICES, AS REQUIRED BY HEAD START

PERFORMANCE STANDARDS. IN NEW YORK CITY, THE TASK OF RENOVATING THESE FACILITIES AND BRINGING THEM INTO COMPLIANCE WITH LOCAL LICENSING REQUIREMENTS IS THE RESPONSIBILITY OF ACD. UNFORTUNATELY, ACD IS AT RISK OF LOSING GROUND IN ITS EFFORTS TO HELP HEAD START PROGRAMS MEET LOCAL LICENSING REQUIREMENTS.

IN EARLY 1985, ACD WAS ABLE TO SECURE ONLY $125,000 IN FEDERAL FUNDS TO BRING 17 FACILITIES WHICH HOUSE HEAD START PROGRAMS INTO COMPLIANCE WITH LOCAL LICENSING REQUIREMENTS. THIS FUNDING WAS CONSIDERABLY BELOW THE $1.2 MILLION REQUESTED BY THE AGENCY TO RENOVATE AND REPAIR A TOTAL OF 39 HEAD START SITES. ADDITIONAL FUNDING FOR RENOVATIONS AND REPAIRS IS ESSENTIAL TO ENSURE THAT ALL PROGRAMS MEET LICENSING REQUIREMENTS.

HIGH RENOVATION COSTS CAN ALSO RESULT WHEN A PROGRAM IS FORCED TO RELOCATE. ALTERNATE USABLE FACILITIES IN THE PROGRAM'S CATCHMENT AREA ARE OFTEN LIMITED, AS MANY HEAD START PROGRAMS ARE LOCATED IN RESIDENTIAL AREAS WHICH LACK THE TYPE OF LARGE FACILITIES SUITABLE TO ACCOMMODATE THE PROGRAM. THE AGENCY IS OFTEN FORCED TO SETTLE FOR AN ALTERNATE FACILITY WHICH REQUIRES EXTENSIVE COSTLY RENOVATIONS TO COMPLY WITH LOCAL HEALTH, FIRE AND SAFETY LICENSING REQUIREMENTS.

INCREASING RENOVATION COSTS ARE NOT THE ONLY FACILITY RELATED COSTS THAT HEAD START PROGRAMS HAVE SUSTAINED. MANY OF THE LARGE OLDER FACILITIES HOUSING HEAD START PROGRAMS HAVE INEFFICIENT, OLD, HEATING SYSTEMS, AND THE COST FOR FUEL OIL OR GAS HAS BEEN INCREASING. INCREASED FUEL COSTS ARE PASSED ALONG TO THE HEAD START PROGRAMS IN THE FORM OF INCREASED RENTAL COSTS. RENTS IN APPROXIMATELY 75 PERCENT OF THE PROGRAM SITES HAVE INCREASED FROM AN AVERAGE OF ABOUT $3.00 PER SQUARE FOOT IN 1982, TO AN ESTIMATED AVERAGE RENT OF $4.50 TO

$5.00 PER SQUARE FOOT TODAY, AN INCREASE OF BETWEEN 50 AND 67 PERCENT IN THE THREE YEAR PERIOD.

FAILURE TO BE LICENSED PUTS A PROGRAM AT RISK OF LOSING FEDERAL FUNDING AND CAN JEOPARDIZE THE SAFETY OF THE CHILDREN. IN ADDITION, FAILURE TO MEET LOCAL LICENSING REQUIREMENTS CAN RESULT IN DENIAL OF REIMBURSEMENT FROM THE U.S. DEPARTMENT OF AGRICULTURE'S CHILD CARE FOOD PROGRAM. ACD IS THEN LEFT WITH THE DIFFICULT JOB OF BRINGING THE FACILITY INTO COMPLIANCE FOR LICENSING, AND OF COMPENSATING THE PROGRAM FOR LOST CHILD CARE FOOD PROGRAM REIMBURSEMENT.

A COMMITMENT TO HIGH QUALITY HEAD START PROGRAMMING REQUIRES PROPER FACILITY MANAGEMENT AND ADEQUATE PROGRAM SPACE. IN ALLOCATING FUNDS FOR HEAD START THE FEDERAL GOVERNMENT MUST TAKE INTO CONSIDERATION THE HIGH COST OF RENOVATION AND REPAIR. INCREASED FUNDING IS NECESSARY TO MAINTAIN THE PHYSICAL CONDITION OF HEAD START FACILITIES TO PREVENT AN ADVERSE IMPACT ON PROGRAM QUALITY.

FEDERAL HEAD START FUNDING IS ALREADY SPREAD VERY THIN. NEW RESOURCES ARE NEEDED TO MEET THE CHALLENGE OF TEACHER SHORTAGES, MAINTENANCE OF THE PROGRAMS' PHYSICAL FACILITIES, AND HIGH RENTAL COSTS. WITHOUT ADDITIONAL FEDERAL FUNDING, EACH OF THESE POSES A SERIOUS THREAT TO THE CONTINUED DELIVERY OF QUALITY HEAD START PROGRAMS IN NEW YORK CITY.

[Whereupon, at 12:35 p.m., the subcommittee was adjourned, subject to the call of the Chair.]

[Additional information submitted by the Division of Navajo Child Development will be retained in subcommittee files. It may be examined during business hours.]

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